



# Newark's Master Plan

**Our City  
Our Future**

**Volume 1**





# Newark's Master Plan



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Our Future**

**Newark will set a national standard for urban transformation by marshalling its tremendous resources to achieve security, economic abundance, and an environment that is nurturing and empowering for families.**

## **Volume 1**

ADOPTED BY THE NEWARK CENTRAL  
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Many people and organizations were generous in contributing their time, knowledge, and support to this project by hosting and/or participating in public meetings, interviews, focus groups, and informal reviews. In particular, we would like to thank: BCDC; Clinton Hill Community Resource Center; Central High School; Episcopal Community Development; Essex County College; Essex County Parks; Greater Newark Conservancy; Ironbound Business Improvement District; Ironbound Community Corporation; James Street Commons Historic District; La Casa de Don Pedro; Lincoln Park Coast Cultural District; Mount Prospect Partnership; New Community Corporation; Newark Alliance; Newark Downtown District; Newark Housing Authority; Newark LISC; Newark Museum; Newark Public Library; Newark Public Schools; Newark Regional Business Partnership; Newark Urban Enterprise Zone; NJTPA; NJIT; NJPAC; The Port Authority of New York and New Jersey; Rutgers; Symphony Hall; Trust for Public Land; UMDNJ; United Vailsburg Services Organization; Urban League of Essex County; and Weequahic Park Association.





CORY A. BOOKER  
MAYOR  
NEWARK, NEW JERSEY  
07102

### **Letter from Mayor Cory A. Booker**

Newark is a city of pride and accomplishment, fierce faith and flawless fortitude. Newark is a humane city, a place where individual dignity is acknowledged and respected. We are New Jersey's oldest city, her largest city and her greatest city. We are Newark – Brick City, tough, resilient, strong, enduring and when we come together, there is nothing we cannot create or overcome.

We stand at a time when the eyes of the nation are upon us. In the worst national economy of my lifetime, we are building housing for everyone all over the city, doubling our rate of affordable housing production. We have completed the largest expansion of parks and recreation spaces in over a century, including a new river front park that is reconnecting residents to a vital resource. Through an aggressive economic development campaign, we are building hotels and new office towers in our downtown; new distribution centers throughout the city; and new grocery stores rich with fresh foods. We are producing thousands of construction and permanent jobs through a more aggressive and effective workforce system. Today, Newark inspires the nation, declaring that no matter how tough times get, we will prevail.

I am proud to present the new Newark Master Plan, which represents the values and principles of our residents and stakeholders. The Newark Master Plan will help guide decisions and set priorities for development and improvement in our communities – whether it is fixing our streets, building new parks, preserving affordable housing, or supporting local businesses. It also presents a broad description of each neighborhood and provides strategies to enhance the interconnectedness of neighborhoods to form a more vibrant city. While most municipal plans focus on land use, the emphasis of this plan is on the well-being of our residents. The nurturing and empowerment of children, youth, and families is thoughtfully integrated throughout the Master Plan.

In developing the Master Plan, my Administration set in motion a city-wide process for citizens to participate and plan for the future of our city. We engaged dedicated citizens and community organizations that developed, based on years of study and citizen input, thoughtful citywide and neighborhood plans. We heard from residents around the city about their concern for safer

neighborhoods, high quality housing, access to jobs and the future of our children. Together through this engagement process, we completed the city's first Master Plan in more than twenty years and delivered the most comprehensive plan the city has ever developed for itself.

The Newark Master Plan is the culmination of critical thinking about industries, housing, mobility, utilities, historic resources, cultural and educational institutions. This plan presents to the state, nation and global community an ecosystem that draws on the very best of Brick City. This plan creates a unified set of actions for implementation as we move forward with a shared set of priorities and vision for the future of our city. The Master Plan offers a framework for us to let the world know that we can be the change we wish to see in the world. We are Newark, New Jersey, Brick City. We believe that we will transform our dreams for our beloved City into reality and lead the nation in urban transformation.

Sincerely,

A handwritten signature in black ink, appearing to be "J. A.", written in a cursive style.



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01

# INTRODUCTION

Newark's Master Plan was developed in partnership with Newark's communities. The process for developing the various Master Plan elements included collaborations with City leadership and agencies working each day to make Newark a healthy, prosperous, and livable city. Experts, from community members to practicing professionals, provided a wealth of knowledge to ensure the viability of the actions within the Master Plan. We heard from residents, business owners, community organizations, and many dedicated citizens who care about Newark and participated in neighborhood workshops to share their ideas and goals for Newark's future.

## A Comprehensive Strategy for Newark

This Master Plan has been prepared to comply with the New Jersey Municipal Land Use Law (MLUL), which requires that municipalities update and adopt a new master plan every 10 years. It represents the first comprehensive revision of all the elements of a master plan in Newark in more than two decades.

In recent years, the City has made significant progress in its efforts to develop a shared vision about growth and development. In 2004, the City updated the Land Use Element to align with current conditions, but the process did not lead to the adoption or implementation of necessary zoning code changes. In 2009, it completed a Master Plan Re-Examination – titled Shifting Forward 2025 – of previous master plan documents. In addition to providing a comprehensive assessment of Newark's planning, zoning, and land development issues, the Re-Examination also established broad principles to be considered in the preparation of this Master Plan.

## Our City, Our Future

Newark's new Master Plan will serve as a comprehensive regulatory document that guides the city's land use, development, preservation, sustainability, and neighborhood revitalization activities through the year 2025. It will also serve as a tool – a living document – that drives real world actions taken by elected officials and citizens in achieving measurable and agreed upon goals. This includes the prioritization, budgeting, management, and implementation of investments throughout the city.

Finally, this document will lead to the adoption of a new Zoning Ordinance for Newark. A Zoning Ordinance helps guide development and growth by stating what land uses and building types are allowed in different parts of the city. Newark's Ordinance

**This is Newark's Master Plan. It belongs to us. It's about us. It's a road map to our city, our future.**

in its current form was adopted in the 1950s, and much of it is out of touch with today's development patterns. Over the past several years, the City has made progress in amending different aspects of the Ordinance to promote things like design quality, walkability, and compatibility between adjacent and mixed uses. The City also adopted several major redevelopment plans that apply to certain areas of the city, such as the downtown and riverfront; these plans have their own development regulation regulations that supersede the underlying Zoning Ordinance.

The new Ordinance will build on recent planning efforts and incorporate other needed amendments to facilitate appropriate redevelopment activities (with respect to land use and urban design) that are consistent with the goals of this Master Plan. The Ordinance will also be reorganized to make it easier for property owners and the development community to understand and utilize.

In compliance with the MLUL, the Newark Central Planning Board is responsible for approving the new Master Plan and any subsequent amendments. The revised Zoning Ordinance will ultimately be adopted by the Municipal Council.

## A Culture of Engagement

In revising the Master Plan, the City worked with community stakeholders to establish a formal process for proactive, citizen-centered planning and engagement. Throughout the process, the City placed the highest priority on government transparency and accessibility to ensure that all community voices and values are respected and considered. Community engagement and consultation manifested itself on a number of different levels:



### Citizens Advisory Board

Early in the process, the City convened a Citizens Advisory Board (CAB) made up of local community leaders to guide the development of the master plan and ensure appropriate levels and the quality of consultation with residents and other stakeholders. The CAB also played a critical role in reviewing draft elements of the Master Plan.

### Public Meetings

The City engaged community members at a total of 20 public meetings held at various locations throughout Newark.

#### Round 1

At nine meetings in July 2011, the City worked with residents to identify critical assets, issues, and opportunities in each neighborhood. One major outcome of these sessions was a formal inventory of neighborhood-level information and analysis, which helped inform the development of immediate actions and long-term planning priorities.

#### Round 2

At two open house-style meetings in December 2011, the City presented for public review and comment: (1) outcomes from the first round in July; (2) draft goals, objectives, strategies, and actions for each Master Plan element; and (3) a draft land use plan and future land use map of the entire city.

#### Round 3

In May 2012, the City held another nine meetings in Newark's neighborhoods. The goal of the third round of meetings was to present final drafts of all Master Plan elements, as well as introduce key components of the revised Zoning Ordinance, for public review and comment.

### Stakeholder Presentations and Reviews

Throughout the process, the City engaged with a broad range of public and private stakeholders. Meetings were formatted as one-on-one interviews, group work sessions, and presentations. Entities consulted include affordable housing developers, university leaders, public planning and development authorities, community-based and citywide non-profit organizations, and arts and cultural institutions, among others.

## A User-Friendly Manual

The Master Plan was designed to be a user-friendly manual that can be utilized by municipal officials every day and is accessible to citizens whenever they want to learn more about the development of their city. It includes policy objectives, a comprehensive assessment

### A Systems Approach to Planning

A city is a system consisting of various elements that work together to make it healthy or unhealthy. Think of the human body and all the parts that work collectively to keep it alive. The more we understand how these elements interact with and depend on each other, the better we are at identifying solutions that keep the system, as a whole, healthy. That is why city employees and elected officials must collaborate across disciplines and departments in order to make competent decisions about physical and human development: decisions about not only “bricks and mortar” but also housing, education, healthcare, transportation, employment, and other human needs.

The organization of this Master Plan reflects this “systems thinking” approach to planning for and accomplishing our goals by viewing the “physical elements” of the city as part of an overall system.

of Newark's “physical elements,” and recommendations for implementation, which are briefly described below.

### Chapter 02 Vision & Policy Goals

The Master Plan uses a systems approach to achieve overarching policy goals in three main areas, which are described and discussed:

- Economic Development
- Healthy and Safe Neighborhoods
- A City of Choice

This chapter also highlights key high-level objectives from each of the “physical elements,” described below, that contribute to Newark's ability to achieve each of its larger goals. In doing so, the city's critical issues, challenges, and assets are also characterized.

### Chapters 03-09 Physical Elements

The “physical elements” of the city are the things we see, touch, and experience every day. These are the different systems or layers of the city that make up a complex urban environment – and which can combine to achieve the city's overarching goals. The Master

Plan identifies and is organized around seven physical elements, as follows:

- Business & Industry
- Housing
- Mobility
- Parks & Natural Resources
- Utilities & Infrastructure
- Community, Cultural & Educational Resources
- Historic Resources

Each element is presented in a separate chapter that sets forth a series of specific goals, objectives, strategies, and actions for addressing critical issues. These chapters also serve as overarching policy and action plans for the various branches of municipal government that are responsible for overseeing the respective element(s) of the city. Each chapter is organized as follows:

**Goal Statement**

States the element-specific goal(s).

**Objectives**

Lists more targeted, desired outcomes by sub-element area.

**Strategies and Actions**

Describes policies and interventions to accomplish objectives.

**Critical Data/Narrative**

Characterizes the issues to be addressed, discusses the implementation of a policy or intervention, and identifies measurable performance indicators.

**Chapter 10 Implementation**

The Master Plan includes a simple reference matrix listing strategies and action items, the agency responsible for implementation, key milestones, and other implementation information. This is a tool to keep governmental agencies on track and for residents to hold public officials accountable to a specific plan of action. Recognizing

**FIG 1.1:** Household Characteristics  
Newark, NJ, 2000-2010

	2000	2010	Change
Total Population	273,546	277,140	1.0%
Households	91,382	94,542	4.0%
Average Household Size	2.9	2.8	-3.2%

**Sustainability and the Newark Master Plan**

The Newark Master Plan contains a range of goals, objectives, strategies, and actions that speak to and advance sustainability. As with the three overarching policy goals, sustainability objectives and top priorities are addressed throughout this document – in every chapter – because planning for and achieving these involves coordination and collaboration across complex, interrelated systems.

that the implementation of the Master Plan will be phased, actions are also assigned an implementation year. Determinations are based on priority, feasibility, and the availability of resources, as follows:

**Building Blocks: 1 - 5 years**

These actions are important to implement in the near term, such as policy or zoning code amendments, projects that drive new markets or are first movers, or development planning that lays the foundation to achieve longer term goals.

**Priority Planning: 5 - 10 years**

Projects that require continued planning and analysis, will take longer to achieve, or will need significant capital investment are listed under this category.

**Vision Planning: 10 - 15 years**

These projects and initiatives require sustained municipal commitment, state and regional planning, and long-term capital planning.

**Chapter 11 Land Use**

The Land Use Element provides the basis for any changes to Newark’s Zoning Ordinance, consistent with the requirements of the MLUL. It takes stock of existing conditions, including population and development trends, and provides a framework for future development. This element builds upon Newark’s 2004 Land Use Element and 2009 Master Plan Re-Examination, and it is intended to further the overall goals and objectives of this new Master Plan.

**Chapter 12 Urban Design**

The Urban Design Element outlines a framework for the growth of the city and articulates key design standards and guidelines that



will regulate future development -- whether through the Zoning Ordinance or as a matter of policy. Designed to be as user friendly as possible, this chapter will be utilized by property owners, developers, and public agencies to ensure that Newark's essential qualities are preserved and enhanced as the city grows.

### Chapter 13 Neighborhoods

The City has identified the need for a more formal process for proactive, citizen-centered planning that promotes direct connections between neighborhood planning, capital budgeting, and resource allocation, as well as land use and quality of life. The Neighborhoods Element lays the foundation for neighborhood planning and investment in Newark. On one level, it prioritizes

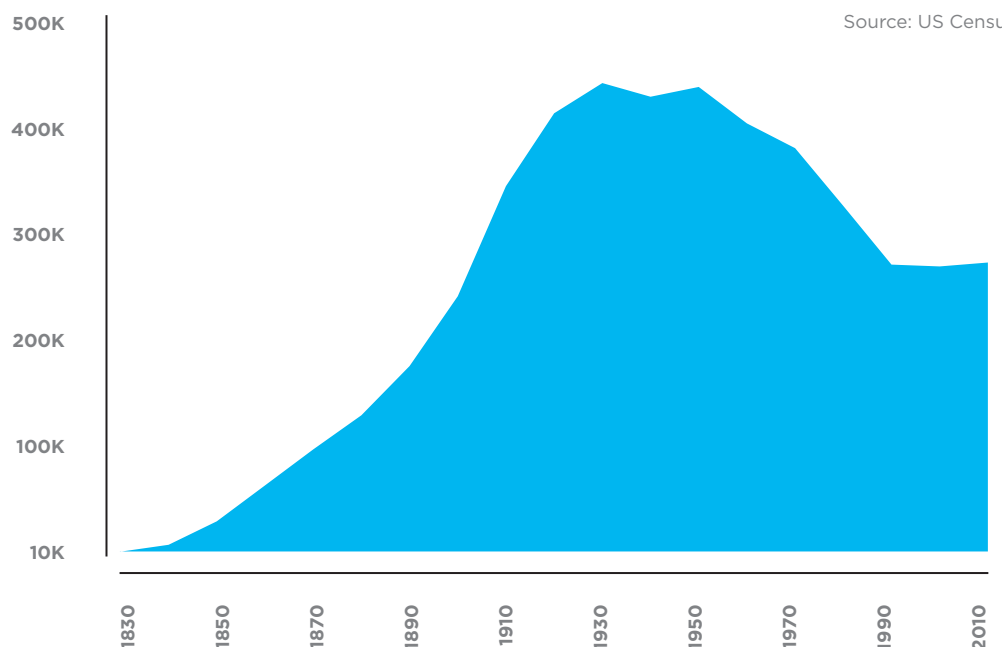
public and neighborhood actions contained in the physical elements for implementation at the local level. On another, it serves as a tool for communities to ensure that projects and initiatives are consistent with self-expressed needs and desires.

### Chapter 14 Relationship to Other Plans

The MLUL requires a master plan to include a specific policy statement indicating the relationship of the proposed development of the municipality, as defined in this Master Plan, to the master plans of contiguous municipalities, the county master plan and solid waste management plan, and the State Plan. This chapter discusses how Newark's Master Plan relates to these various documents.

**FIG 1.2:** Historical Population  
Newark, NJ, 1830-2010

Newark Population



Source: US Census

# The Master Plan challenges the entire Newark community to visualize and plan for a city that can and should add at least 50,000 new residents by 2025

## Planning for Growth

A central element of the Master Plan is a projection of Newark's likely population in 2025. This establishes the need for a range of development activities, including additional housing, infrastructure, and transportation improvements, to accommodate and guide growth to meet the needs of all residents.

After decades of population decline, Newark is now a growing city: it added more than 3,500 residents and 3,100 households between 2000 and 2010. While modest, this growth is dramatic in light of Newark's experience during the last half of the 20th century – when the city lost more than 160,000 residents – and provides strong support for a belief that Newark is poised to significantly rebuild its population in the years ahead.

The Master Plan challenges the entire Newark community to visualize and plan for a city that can and should add at least 50,000 new residents by 2025. Newark is already projected to grow by 22,000 people by 2025, according to the North Jersey Transportation Planning Authority (NJTPA), yet a more aspirational projection is both reasonable and achievable for the following reasons:

- It is likely that Newark will grow faster than Essex County and generally as fast as Jersey City and other nearby cities as they become built out and increasingly expensive;
- Newark will continue to capture new businesses and add to its job base;
- Regional demographic trends suggest accelerated urbanization driven by regional congestion, rising energy prices, and a shift in the housing market to more urban living, all of which will benefit Newark;
- Newark has the amenities that make it attractive to those who desire to live in walkable urban centers with good transit access and a diverse mix of housing, services, institutions, and employment opportunities;
- Newark is the center for higher education in northern New Jersey, and an increasing number of Newark's graduates will

choose to remain in the city as its downtown, the riverfront, and neighborhoods adjacent to the colleges and universities are further developed; and

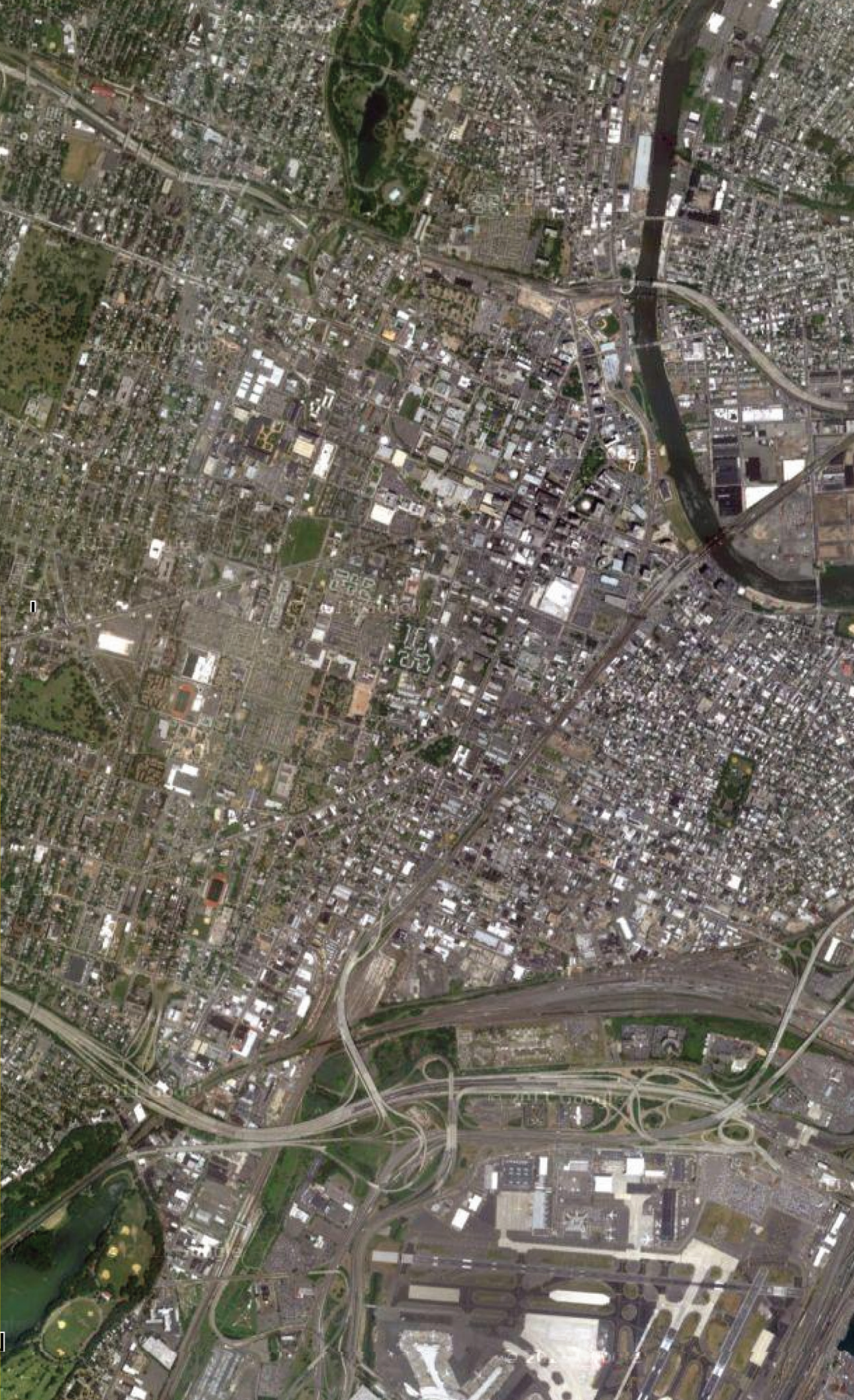
- The city has adequate land for the construction of new housing and vacant buildings capable of being rehabilitated to accommodate this population growth.

### Nurturing and Empowering Children, Youth, and Families

Mayor Booker, as part of his comprehensive vision for urban transformation, has underscored the critical importance of strong, healthy families to the long-term success of Newark and its residents. The nurturing and empowerment of children, youth, and families has been a keystone of the Mayor's work in the city since the beginning of his administration. As such, the City has formally adopted holistic, place-based planning that includes the nurturing and empowerment of children, youth, and families as part of the master planning process for Newark.

This vision is realized through "The City of Newark Nurturing and Empowering Children, Youth, and Families Initiative." This Initiative is centered around the life journey and critical life domains that impact family life and a formal infrastructure and framework to support children and families throughout key life stages – from Early Childhood Success through Positive Youth Development, with Strong Families and Strong Neighborhoods. Moving forward, the City will maintain a formal institutional focus on supporting children, youth, and families as a foundational keystone to a positive future for Newark and its residents.





# 02 VISION & POLICY GOALS

NEWARK MASTER PLAN



## Our Vision

Creating the Master Plan set in motion a process for citizens to participate in and plan for the future of their city. From those who attended interviews, workshops, and meetings, we heard a resounding desire for the Master Plan to articulate a coherent vision, with clear goals, strategies, and actions for realizing that vision.

Newark's vision, as articulated by its citizens, is to set a national standard for urban transformation that considers and is based on the three pillars of sustainability – economy, equity, and environment. This is a widely utilized model for comprehensive planning, and the Master Plan should affirm and reinforce these ideals to build a happier and healthier city.

### Economy

#### *Building the Economic Capital of Our City*

The Master Plan should identify interconnected strategies and actions that work together to promote strategic Economic Development. In realizing a vision of economic growth and stability, we must strive to answer, “yes,” to the following questions:

- Can the city train and provide a skilled and healthy workforce?
- Are we employed and economically stable?
- Are businesses and job opportunities accessible to all people, including those with disabilities?
- Does our city attract and facilitate commerce?

### Equity

#### *Strengthening the Human Capital of Our City*

The Master Plan should identify interconnected strategies and actions that work together to build Healthy and Safe Neighborhoods of equal opportunity where Newark residents live, work, play, and learn. In realizing a vision of equity and inclusiveness, we must strive to answer, “yes,” to the following questions:

- Are our communities welcoming and diverse?
- Is well-being improving, and are we healthy people?
- Do we educate our young people for a prosperous future?
- Do we know our neighbors and work – and play – together in ways that make us stronger?
- Do we have access to housing that meets our changing needs – as we marry and start families, as our children move out and we retire, or as our financial means increase or decline?

### Environment

#### *Enhancing the Physical Capital of Our City*

The Master Plan should identify interconnected strategies and actions that work together to create A City of Choice – a Newark that is resilient and can adapt to an uncertain future. In realizing a vision of environmental health and attractiveness, we must strive to answer, “yes,” to the following questions:

- Is our environment safe, healthy, and resilient?
- Is our city attractive and walkable?
- Does our city provide the right kinds of services, shopping, fresh food, cultural and educational facilities, transportation choices, open spaces, and other urban amenities that make it complete?

## Policy Goals

Based on this guiding vision of a sustainable city, three policy goals were established that take into consideration Newark's distinct conditions, challenges, and opportunities. These are clear overarching statements that correlate with the three pillars of sustainability described above, and which will ultimately help us achieve our vision.

### **Goal 1: Economy = Economic Development**

Provide current and future residents with a range of job and business opportunities that contribute to Newark's economic growth, support work-life satisfaction, and promote long-term household prosperity

### **Goal 2: Equity = Safe and Healthy Neighborhoods**

Leverage growth to create visible and self-sustaining improvements in Newark's neighborhoods, support tight-knit community life, and promote human health, development, and well-being

### **Goal 3: Environment = A City of Choice**

Become a “city of choice” where a diverse range of people will want to live, work, learn, and play by improving environmental quality and connecting Newark and the region to broad commercial, educational, cultural, and social possibilities

These self-reinforcing and interconnected goals were developed so that citizens and public officials can more effectively guide decisions, set budget priorities, and track progress for the development and improvement of Newark's communities – all toward our shared vision for the city.

This chapter identifies and prioritizes strategies from the entire Master Plan that work together to help the City achieve these

three goals. This reflects the Master Plan’s “systems thinking” approach to planning for and accomplishing our goals by viewing the physical elements of the city as part of an overall system. Each strategy is marked with one or more color-coded circle that corresponds with the chapter of the Master Plan where the strategy is described in more detail:

- Business and Industry
- Housing
- Mobility
- Parks & Natural Resources
- Utilities & Infrastructure
- Community, Cultural & Educational Resources
- Historic Resources

## Indicators – Measuring Success

Newark’s most critical opportunities and challenges can be addressed effectively with the involvement and participation of people during their everyday lives. Newark’s communities guided the approach to the vision, goals, objectives, strategies, and actions contained in this Master Plan, with an eye towards improving the overall quality of life in their neighborhoods and city. But how can we determine whether or not we are on the right track?

The idea of “good governance” is one that has come up frequently in discussions with community members. This speaks to the ability of citizens and elected officials to identify and assess whether policy decisions, budgets, and actions are working comprehensively toward a desired outcome – and in a manner that is transparent and accessible to all. In advancing and promoting good governance, this chapter provides Newarkers with a set of indicators for each overarching policy goal – data points that can be used as a tool for measuring, evaluating, and tracking progress as Master Plan strategies are implemented. These are like medical vital signs that indicate Newark’s overall health; much like a doctor would take a patient’s pulse or measure his blood pressure, they can be referenced periodically to see how the city is doing.

As the Master Plan is implemented over the next five, 10, and 15 years, citizens and public officials can use this set of indicators to evaluate progress in positive or negative directions, which will provide opportunities to amend Master Plan strategies and actions to steer the City’s progress in the right direction.





Downtown Newark



## Goal 01. **Economic Development**

### Economic Stability and Resilience

**Provide current and future residents with a range of job and business opportunities that contribute to Newark's economic growth, support work-life satisfaction, and promote long-term household prosperity**

This goal will be achieved by focusing on strategies that:

- Strengthen Newark's position in specific industries
- Revive downtown as a regional destination to live, work, shop, and engage in recreation
- Enhance existing commercial corridors to support vibrant, active communities and recapture Newark's share of regional retail spending
- Leverage and build on partnerships between Newark's universities, the business community, and local residents

Newark's economic stability and resilience will depend on our ability to answer, "yes," to these measures of success:

- Can the city train and provide a skilled and healthy workforce?
- Are we employed and economically stable?
- Are businesses and job opportunities accessible to all people, including those with disabilities?
- Does our city attract and facilitate commerce?

## Newark Today

Newark is a hub of commerce, education, and arts and entertainment, yet it has an employment and fiscal crisis that serves as a major barrier to resident prosperity

### 01 Regional employment center

Newark is the state's largest employment center, with approximately 150,000 jobs.

### 02 Major air and sea ports

Newark is home to the largest container port on the East Coast and the third largest in the country, and Newark Liberty International Airport is the 14th busiest domestic passenger airport. Yet only 22% of port and port-related jobs in Newark are currently held by Newark residents. The 7,200 acres of land in the port area currently employ roughly 5.5 workers per acre, whereas comparable ports employ eight to 20 workers per acre.

### 03 Downtown

Newark's downtown is host to more than 60,000 daily workers and 1,500,000 annual visitors, but it suffers from a series of physical challenges, including a lack of diverse retail choices, limited housing options, excessive surface parking lots, and an uninviting public realm. New housing, hotels, restaurants, and (very soon) an updated Military Park are starting to rejuvenate the area.

### 04 Higher education

Newark contains one of the highest concentrations of higher education in the Northeast, with more than 50,000 students, faculty, and staff located at six colleges and universities within walking distance of Newark's downtown. Spatially, however, the universities are isolated, with few physical and programmatic linkages to surrounding neighborhoods. Very few students actually live in Newark or remain in the city after graduation.

### 05 Anchor institutions

In addition to its universities, Newark has a number of "anchor institutions" – including six universities, three major hospitals, the Newark Museum, the New Jersey Performing Arts Center, the Prudential Arena, Prudential Insurance, the Port Authority, and others – with deep and enduring roots in the city. Awareness of anchors' economic significance has grown, and as a result, increasing attention is being paid to the role these institutions can play in catalyzing regional economic activity and creating opportunities for low-income families.

## Newark Tomorrow

Newark provides current and future residents with a range of job and business opportunities that contribute to Newark's economic growth, support work-life satisfaction, and promote long-term household prosperity

### 01 Sector-based focus on job growth

Newark retains its position as the state's largest employment center by creating at least 25,000 new jobs. Job growth areas include: seaport and airport support services and operations; transportation, logistics, and distribution; healthcare and life sciences; business and financial services; advanced manufacturing and industrial support; arts, entertainment, and retail services; and education.

### 02 Major air and sea ports

Newark serves as a national gateway following the raising of the Bayonne Bridge roadway and expansions at Newark Liberty. Higher job-density industrial uses in the port area support at least eight to 12 jobs per acre, and Newark residents hold 33% of all port and port-related jobs.

### 03 Downtown

Newark's downtown is a regional destination to live, work, shop, and play. Jobs from new and existing companies support an additional two million square feet of Class A office space and a 7% office vacancy rate. Mixed-use development – including projects like Teachers Village and One Theater Square – generates more than 8,000 new units of housing, 1,000 new hotel rooms, and one million square feet of new retail space.

### 04 Higher education

Newark is a more innovative, creative, desirable, and prosperous place—a "city of learning." The expanded reach and role of Newark's universities support local business development, help build the downtown residential population, and increase opportunities for active street-level retail and amenities. Access to high quality employment opportunities and housing options make Newark an attractive place for students to live following graduation.

### 05 Anchor institutions

Newark realizes a more systematic alignment of anchors' efforts with local initiatives (e.g., with respect to local procurement, transportation investments, workforce and small business development, etc.) and stakeholders to not only enhance and expand access to regional economic opportunities but also promote neighborhood revitalization.

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## 06 Unemployment

Newark's 2011 unemployment rate, at about 14%, was almost twice that of the New York metropolitan region; 39% of Newark's eligible adults are not participating in the labor force.

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## 07 Challenges to industrial development

Recent success in attracting new corporations indicates that there is strong demand for businesses to locate in Newark's industrial areas. While the city contains an abundance of vacant land, environmental contamination, the need for site assemblage, and high construction costs pose major obstacles to new job-producing development.

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## 08 Lack of employee readiness for demand sectors

Less than 13% of Newark residents hold an advanced degree. County College and vocational certification programs provide career options, but low math and literacy skills become obstacles to success. As a result, Newark has difficulty matching skills of potential employees to job opportunities that provide a career ladder.

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## 09 Poor access to jobs

Resident access to jobs, particularly those in the port area, is challenged by both distance from residential neighborhoods and a lack of public transit options.

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## 10 Cost-burdened households

In 2010, 28% of all renter households in Newark spent 50% or more of their income on housing-related costs.

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## 11 Household economic insecurity

Almost half of Newark's population is living in true poverty, defined as 200% of the federal poverty level.

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## 12 Limited municipal resources

Newark is constrained by a lack of financial resources available to implement a full range of major projects or programs. Recent streetscape, parks, infrastructure, and municipal facilities improvements have enhanced the quality of life, but additional investments are critically needed.

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## 13 Negative perceptions of the city

Although new development – including upgraded streets, new parks and recreation centers, and additional housing options – as well as reductions in crime have been ongoing, achievements are overshadowed by negative press. Underpinning many of the challenges facing Newark are lingering perceptions by individuals and businesses of economic stagnation, disinvestment, and crime.

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## 06 An employed workforce

Newark's unemployment rate is on par with New Jersey's overall unemployment rate. The City continues to provide residents with the first opportunity to be hired for new jobs in coordination with Newark's Workforce Investment Board.

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## 07 Competitively positioned manufacturing base

Newark continues to support business growth in traditional areas of strength based on substantial assets – which tend to be largely commodities-based – as well as post-production processes, advanced manufacturing, and other specialties that leverage proximity to the port and Newark's universities.

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## 08 Education and job training

In collaboration with educational institutions and major employers, Newark offers training programs and educational curricula that meet the city's industry-specific needs and help Newark residents access and obtain career ladder jobs.

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## 09 Expanded access to jobs

Resident access to Newark's industrial districts and ports is vastly improved via a host of transit improvements, including a PATH extension to the airport, Light Rail extensions, and enhanced bus service. A series of infrastructure investments contribute to the efficient movement of goods via road, rail, sea, and air – in support of the continued economic growth of these vital areas.

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## 10 Access to affordable housing

Newark preserves its existing stock of housing and builds new housing that is affordable to low income households, including seniors and people with disabilities. The downtown offers a range of options for affordable, workforce, and market-rate housing, and the percentage of households in Newark that spend 50% or more of their income on housing is greatly reduced.

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## 11 Household economic security

The vast majority of Newark households are economically self-sufficient – meaning they earn enough income to cover basic needs at local costs.

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## 12 Strengthened municipal resources

Newark leverages increased ratables and financial incentives, grants, and other funding to successfully implement the recommendations of the Master Plan and other key initiatives.

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## 13 Positive perceptions of the city

Newark's public image is enhanced through consolidated marketing programs. The city offers positive experiences for residents and businesses already located (permanently or temporarily) in Newark.



## Indicator 01 Job Growth

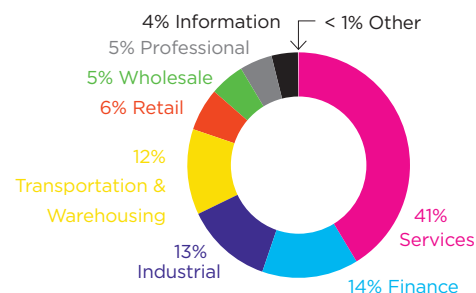
### 1.1 New jobs created

**By 2025, Newark will create at least 25,000 new jobs**

To support the needs of current and future Newarkers, the city's economy and business sectors must grow. Tracking overall job growth is a good way to measure the extent to which Newark is able to provide opportunities for local workers and their families as the city's population grows. However, because most of Newark's more than 140,000 jobs are not actually held by Newarkers, the City will need to work harder to prepare and match qualified residents to new job opportunities as they become available. In measuring job growth by sector, the City will be able to focus job placement and workforce training initiatives on growing industries where increased demand is expected. These industries include:

- Air and seaport support services and operations
- Transportation, logistics, and distribution
- Healthcare and life sciences
- Business and financial services
- Advanced manufacturing and industrial support
- Arts, entertainment, and retail services
- Education

Newark employment  
by industry

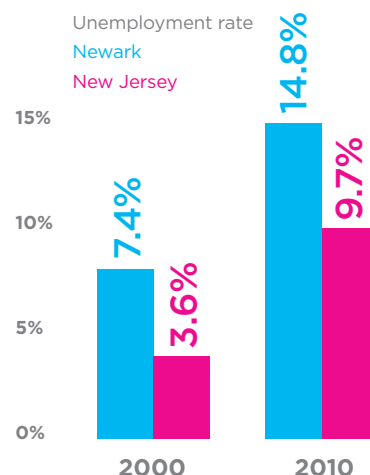


## Indicator 02 Employed Workforce

### 2.1 Unemployment rate

**By 2025, Newark's unemployment rate will be reduced to a level equal to or less than New Jersey's overall unemployment rate**

Creating jobs is not enough if current and future Newarkers are not being employed by the city's businesses. Newark's labor force has grown approximately 10% since 2000, but the total number of jobs has remained relatively stagnant as the city struggles to recover from the damage done by economic recession. Tracking the unemployment rate will indicate whether the City's economic development strategy has been successful in creating opportunities that match the skills of residents or in preparing residents for job opportunities that are available in the broader region.

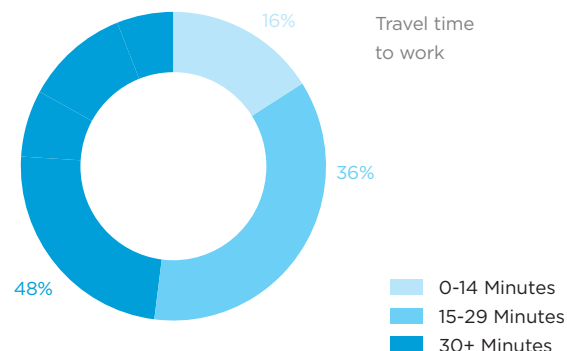


## Indicator 03 Access to Jobs

### 3.1 Percent of workforce with commute times over 30 minutes

**By 2025, Newark will expand access to local and regional employment centers**

One measure of worker satisfaction is job-home spatial match: Newarkers should live relatively close to where they work each day, and access to their workplaces should be convenient and affordable. Particularly for residents without cars, providing secure, equitable, and convenient access to employment opportunities in local and regional business districts is critical. In addition to reducing travel times and stress to and from work, increasing access to employment centers will help to create a more economically resilient city.

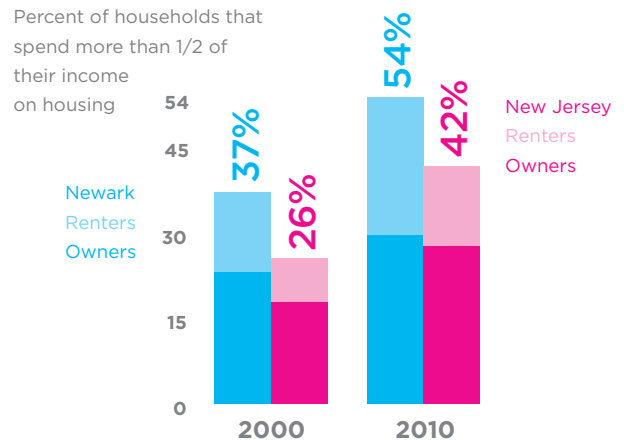


## Indicator 04 Affordable Housing

4.1 Percent of households that spend over 50% of income on housing

**By 2025, the percentage of households that spend 50% or more of their income on housing will be reduced to a level equal to or less than New Jersey's overall rate**

No matter what the rent or mortgage payment, housing is only "affordable" when Newarkers can comfortably pay housing costs and other critical household expenses, while still building savings. Tracking housing costs relative to income is a good way to determine whether there is an adequate stock of affordable housing in Newark. Typically, households should not be expected to pay more than 30% of their income on housing costs. Those that spend more than half of their income are considered extremely burdened, meaning they have less money left over to pay for other necessities, such as food, health care, or education.



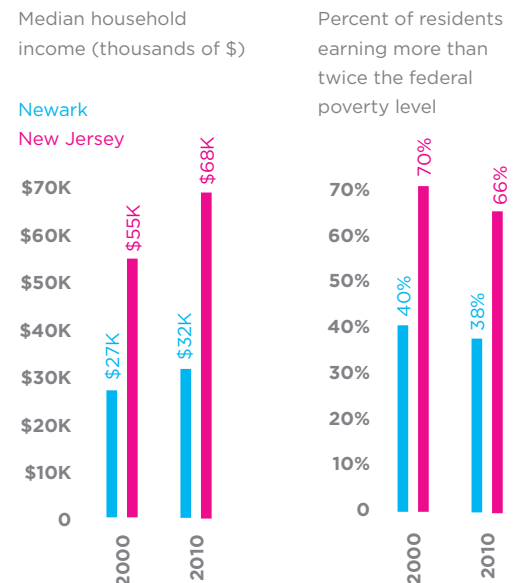
## Indicator 05 Economic Security

5.1 Household median income

5.2 Self-sufficiency (percent of households earning more than twice the federal poverty level)

**By 2025, more than half of Newark households will be economically self-sufficient – meaning they earn enough income to cover basic needs at local costs**

Employment provides economic security for Newarkers only when salaries pay enough to support family and household expenses. Income is one of the most important factors in promoting a healthy and prosperous quality of life. To track the economic security of Newark's households, the City is looking at two measures. Median income gives a sense of how Newarkers are faring in comparison with the rest of the state, but it does not factor in the cost of living (e.g., paying for housing, food, gas, transit, etc.). For this we look at the level of self-sufficiency – that is, the minimum income threshold needed to support the basic needs of a family. Current research suggests that, on average, families need an income of about twice the federal poverty level just to afford basic expenses.

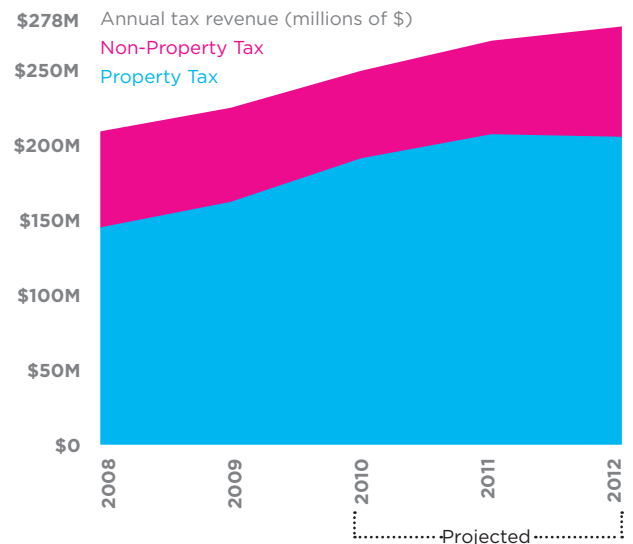


## Indicator 06 Municipal Resources

6.1 Municipal tax revenue

**By 2025, Newark will continue to increase its tax revenue to support the needs of current and future residents**

Tracking municipal revenue is important because the strength of the City's coffers is directly related to the quantity and quality of services that Newarkers depend on, and which are essential to creating a high quality environment. Most of the City's revenue comes from property taxes, and commercial/industrial uses pay the most taxes. As the City attracts more businesses and creates more jobs, we should expect to see an increase in tax revenue.



Ferry Street on Portugal Day



## Goal 02. **Healthy and Safe Neighborhoods**

### Quality and Inclusive Communities

**Leverage growth to create visible and self-sustaining improvements in Newark's neighborhoods, support tight-knit community life, and promote human health, development, and well-being**

This goal will be achieved by focusing on strategies that:

- Improve the quality of life for Newark's residents
- Enhance opportunities for physical, mental, and social health
- Create safe, active, and connected places
- Encourage neighbors to participate in community life and local governance

The equity and inclusiveness of Newark's neighborhoods will depend on our ability to answer, "yes," to these measures of success:

- Are our communities welcoming and diverse?
- Is well-being improving, and are we healthy people?
- Do we educate our young people for a prosperous future?
- Do we know our neighbors and work – and play – together in ways that make us stronger?
- Do we have access to housing that meets our changing needs – as we marry and start families, as our children move out and we retire, or as our financial means increase or decline?

## Newark Today

Newark's neighborhoods are culturally diverse and reflective of the city's rich history, yet they are faced with multiple and interrelated challenges that impact resident health and safety

### 01 Shifting demographics

For the first time in 60 years, Newark's population has stabilized and is now growing. Newark's Hispanic population is playing a key role in this transformation: it grew 19% between 2000 and 2010, and now represents 33% of the total population.

### 02 Disconnected youth

A quarter of Newark's population is less than 18 years old. Many teenagers and young adults are not in school and have limited opportunities for finding fulfilling work. In 2010, only about 55% of high school freshman in Newark were expected to graduate in four years, and 44% of Newark's children (30,571 kids) are living in poverty.

### 03 Aging population

Newark's population is aging rapidly, so planning for the physical and social service needs of the elderly is imperative. In 2010, the city's elderly poverty rate, at 22%, was third highest among the nation's largest cities.

### 04 Safety and security

While the city has achieved significant reductions in crime, personal safety remains a serious issue. Newark has too many unsafe spaces, such as vacant lots, poorly lit school grounds, inactive street corners, and parking lots with limited access.

### 05 Housing quality

Nearly 50% of all Newark residents report exterior problems (such as sagging roofs or broken windows), and in 2010, more than 20,000 Newark families lived in overcrowded conditions.

## Newark Tomorrow

Newark's neighborhoods are safe, active, and connected places that support tight-knit community life and promote human health, development, and well-being

### 01 Housing options

Newark has a diversity of high quality housing options for all stages of life and lifestyles, and which accommodate a range of needs and desires. Newark's housing options take advantage of its neighborhoods, downtown, and the riverfront, as well as access to retail, recreation, and transportation.

### 02 Connected youth

Newark's children have the skills to continue on to college or begin career training at Newark's universities. An improved learning environment and college access collaborative (of City, Newark Public Schools, Workforce Investment Board, philanthropic, higher education, and corporate officials) contribute to higher rates of Newark youth pursuing and successfully obtaining a college education.

### 03 Aging population

Seniors (who value the same walkable, mixed-use urban environments as their kids) benefit enormously from efforts to improve pedestrian safety and access for the mobility-impaired; enhance bus service; and expand connections to neighborhood amenities, such as health services, open space, civic and cultural facilities, and neighborhood-serving retail (with healthy, fresh food options).

### 04 Safety and security

Newark is a national leader in crime reduction. New design standards for streetscapes and lighting, combined with significant new investments in sidewalks, major public gathering spaces, and along major pedestrian corridors, lead to improved safety and visibility throughout the city.

### 05 Housing quality

All Newarkers have access to high quality housing options. Low income families and seniors looking to age in place benefit from municipal efforts to rehabilitate existing homes. New mixed-income housing throughout the city is compactly integrated with a full mix of other uses – especially in areas near transportation nodes and places attractive to market-rate development.



### 06 Widespread foreclosure and abandonment

Several Newark neighborhoods have high concentrations of vacant and abandoned properties, including foreclosed homes that contribute to cycles of blight and disinvestment. Today, Newark contains more than 1,000 bank-owned properties and over 3,350 properties in some stage of the foreclosure process.

### 07 Limited access to healthy foods

Access to affordable, healthy food is critical for the well-being of any community. Newark currently suffers from both a food desert problem (not enough healthy food sold at affordable prices) and a food swamp problem (too much unhealthy, cheap food). This contributes to a range of health problems, including diabetes, obesity, and heart disease.

### 08 Health concerns

Newark residents have significantly higher rates of chronic diseases, including asthma and obesity, than the rest of New Jersey. This is due in part to a lack of healthy food options, poor local air quality, and limited opportunities for active recreation. Access to primary health services in neighborhoods is also limited.

### 09 Parks and recreation

Parks enhance physical and emotional well-being by providing space for active recreation, to relax, or to socialize with family and friends. Currently, only 53% of Newarkers live within a 10-minute walk of a major park or recreation center. Some of the largest open spaces are difficult to reach – even from adjacent neighborhoods – due to highways or rail rights of way.

### 10 Pedestrian- and bike-friendly streets

Newark has the ingredients of a great walking city, but since 2005, it has had more pedestrian fatalities (41) than the national average. Over a third of all residents take transit or walk to work each day, and 39% of residents do not own a car.

### 11 Neighborhood identity

Past urban renewal efforts have helped create barriers to public gathering spaces and neighborhood focal points, leaving many residents with a feeling of physical and psychological isolation.

### 12 Governance and community development

While several Newark neighborhoods have strong community-based planning and advocacy organizations, many lack basic community organizing and engagement capacities.

### 06 Addressing vacancy and abandonment

Programs and partnerships to forestall home mortgage foreclosures continue to keep owners and tenants in their homes. In areas with high concentrations of vacant and abandoned properties, infill development and rehabilitation help stabilize neighborhoods, while providing middle class and working families with more housing options.

### 07 Access to healthy foods

Newark is a city where everyone has access to fresh produce – whether for sale at a neighborhood grocery or for free distribution through a grow-your-own, community garden, or food pantry system. Healthy food serves as a basis for healthy living and learning, and creates opportunities to participate in a thriving local and regional economy.

### 08 Healthy living

Newark promotes active, healthy lifestyles with improved access to quality open space and recreational opportunities, streets that safely accommodate all users (including pedestrians, bikes, and buses), healthy food options, and cleaner air. The City has a program in place to develop a stronger network of primary care physicians in neighborhoods.

### 09 Parks and recreation

Newark continues to build on its aggressive parks program in collaboration with community, non-profit, and government partners. All Newark residents live within a 10-minute walk of a safe and attractive park or recreation center.

### 10 Pedestrian- and bike-friendly streets

Newark provides residents with a safe, interconnected system of pedestrian and bicycle paths, including safe routes to school and transit. Walking, biking, and taking transit enable people to pursue a healthier lifestyle.

### 11 Neighborhood identity

Newark capitalizes on existing historic and cultural assets in neighborhoods to create new and improve existing public spaces, facilities, and districts.

### 12 Governance and community development

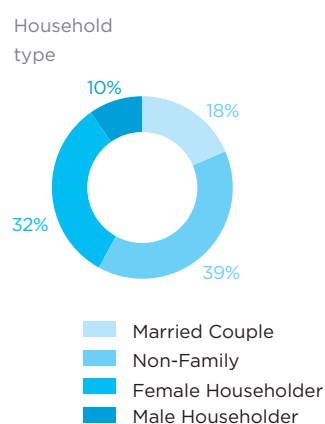
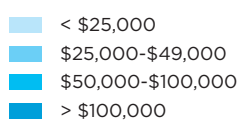
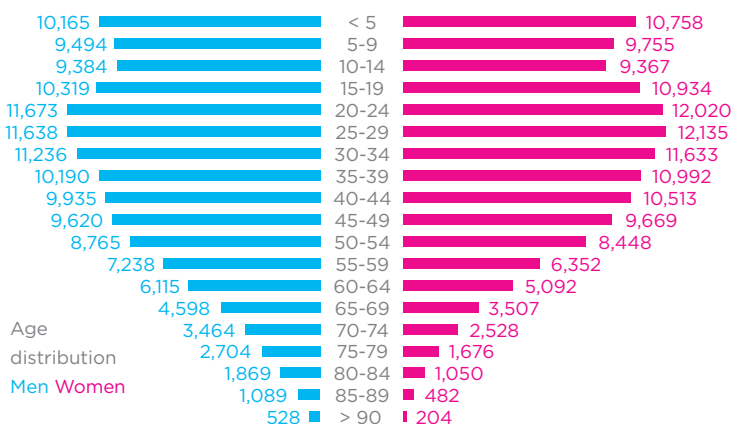
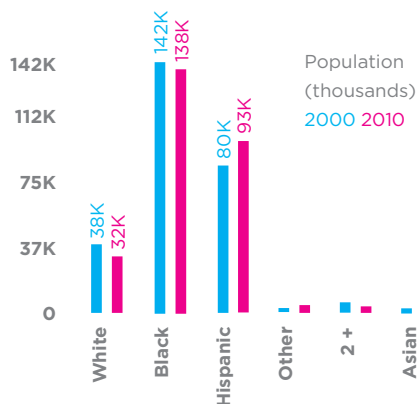
Newark proactively supports community efforts to organize, develop grassroots plans and advocacy agendas, and participate in capital budgeting and resource allocations.

## Indicator 7 Diverse Population

- 7.1 Race and ethnicity
- 7.2 Income distribution
- 7.3 Household type
- 7.4 Age

**Newark's neighborhoods continue to support a diverse and integrated range of households and individuals**

Newarkers are proud of their cultural heritage. Over the years, the city has become home to a wide range of people, families, and communities, many of which have contributed significantly to our society – locally, nationally, and internationally. A city is defined by its population, and diversity is critical to the resiliency of a city as it responds to evolving economies and markets. In understanding the composition of its evolving population and household composition, Newark will be better positioned to meet the demands of its communities.

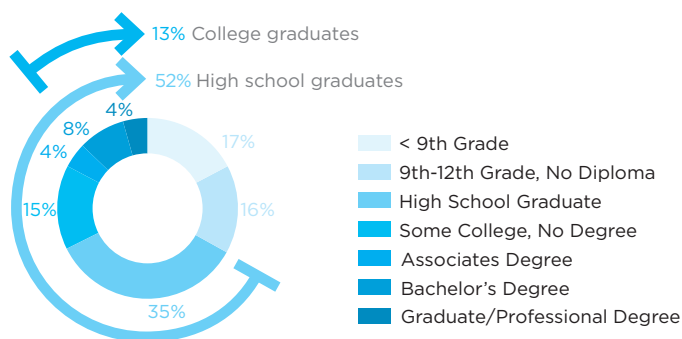


## Indicator 8 Educational Attainment

- 8.1 Percent of adults with a college degree

**By 2025, 25% of Newark adults will have a college degree**

Improving Newarkers' educational attainment can lead to a number of positive outcomes, including higher earnings and improved personal health. With more residents graduating high school, attending college, and receiving degrees, we should expect to see a greater level of household economic security and more residents employed in fulfilling, high quality jobs.

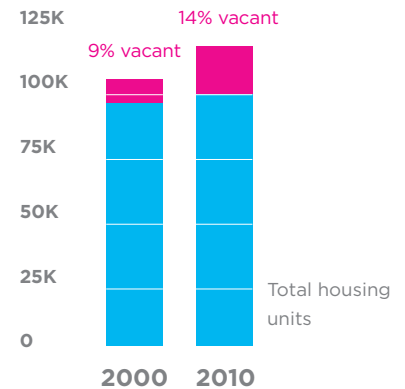


## Indicator 9 Vacancy and Abandonment

- 9.1 Housing vacancy rate
- 9.2 Abandoned properties

**By 2025, Newark will have less vacant and abandoned properties, and its housing vacancy rate will be reduced to 8%**

Stabilizing and maintaining housing for Newarkers contributes to building value for further investment in all of Newark's communities. Concentrations of vacant and abandoned property, including foreclosed homes, currently exist throughout Newark's neighborhoods. These sites become magnets for crime, create health and fire hazards, and subject municipal government and taxpayers to unnecessary costs. Tracking the City's redevelopment and rehabilitation of vacant and abandoned properties will provide insight into how well the City is doing to increase equitable access to quality housing for existing and future residents. The housing vacancy rate, which will also be tracked, generally indicates the quality and condition of the local housing stock.

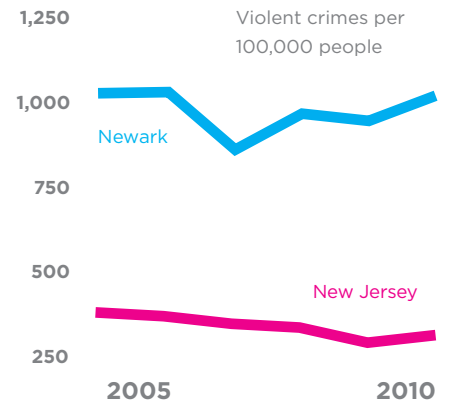


## Indicator 10 Safety and Security

- 10.1 Violent crimes per 100,000 people

**By 2025, Newark will have violent crime statistics that are closer to New Jersey's overall statistics**

Personal safety is of utmost importance when it comes to creating an environment where Newarkers feel comfortable living and raising a family. Everyone is impacted, both physically and psychologically, by crime and the perception of crime. Crime can be mitigated by a strong local police force, but it can also be addressed by increasing household prosperity – providing decent employment and expanding access to educational opportunities. The physical environment can also promote a sense of safety, such as when streets are well lit and designed, abandoned properties are well managed or redeveloped, and people have access to high performing social services and schools.

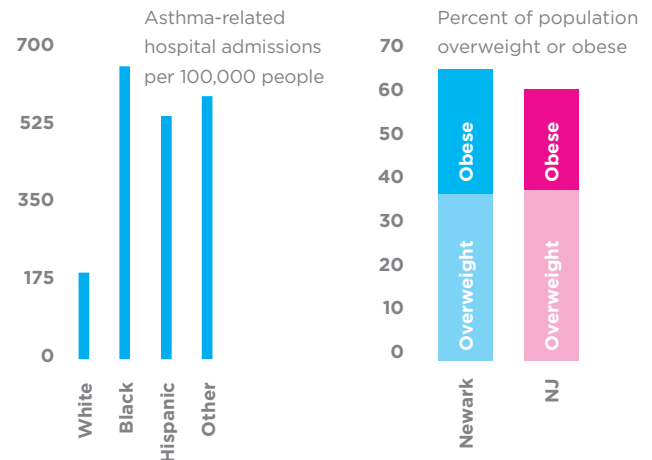


## Indicator 11 Healthy Living

- 11.1 Hospital admissions for asthma
- 11.2 per 100,000 people
- 11.3 Percent of population that is obese
- 11.4 Life expectancy (no data)

**By 2025, Newark communities are healthier and happier**

Newarkers' personal health is linked to many factors, including lifestyle, economic prosperity, and environmental conditions. The Master Plan seeks to influence each of these characteristics towards positive outcomes for resident health. The level of asthma is a good indication of the quality of the air we breathe. Obesity can be reduced by improving access to healthy foods and promoting more physical activity (e.g., with expanded opportunities for recreation). Life expectancy provides a broader context to these and other chronic health issues.



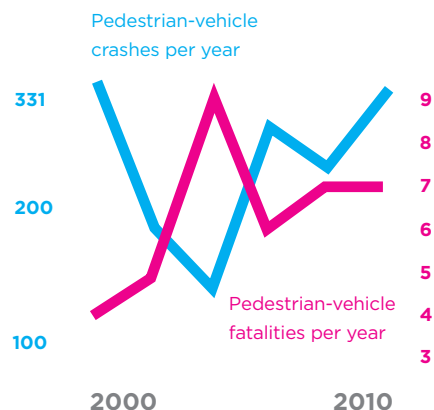


## Indicator 12 Pedestrian & Bike Friendly Streets

- 12.1 Pedestrian-vehicular crashes
- 12.2 Pedestrian-vehicular fatalities

**By 2025, Newark will provide residents with a safe, interconnected system of pedestrian and bicycle paths**

By providing access to safer routes for walking and biking (e.g., bike lanes, complete streets, traffic calming measures), the City can promote healthier lifestyles for Newarkers, while reducing greenhouse gas emissions and other pollutants associated with driving a car. In order to track whether the City's improvements are making a real difference, it will measure the number of pedestrian-vehicular crashes and fatalities.



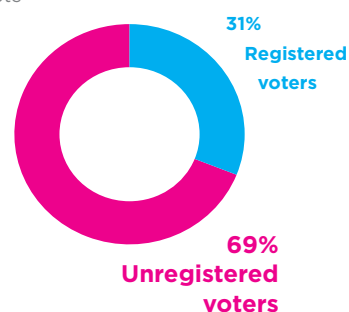
## Indicator 13 Local Governance and Community Development

- 13.1 Percent registered to vote

**By 2025, more Newarkers will be participating in local governmental processes**

Participatory governance and community engagement is vital to ensuring an equitable distribution of resources among all Newark communities. In fact, the Newark Master Plan was designed to include an implementation plan (see Chapter 10) and this indicator tool so that Newarkers can track if the City is effectively budgeting for and managing the strategies and actions articulated in this document. Also, the Neighborhood Element represents the City's commitment to promoting community empowerment and participation in planning for the future. To measure on a broad scale whether residents are getting involved in local governmental processes to implement and achieve Newark's vision, the City will track the proportion of residents who are registered to vote.

Percent registered to vote





Branch Brook Park



## Goal 03. **A City of Choice**

### Healthy and Attractive City

**Become a “city of choice” where a diverse range of people will want to live, work, learn, and play by improving environmental quality and connecting Newark and the region to broad commercial, educational, cultural, and social possibilities**

This goal will be achieved by focusing on strategies that:

- Capitalize on Newark’s cultural and historic assets
- Promote a “living downtown” and revitalized riverfront
- Provide safe, convenient connections between neighborhoods and outward to the region
- Create a walkable city
- Create and sustain a healthy environment

Becoming a city of choice will depend on our ability to answer, “yes,” to these measures of success:

- Is our environment safe and healthy?
- Is our city attractive and walkable?
- Does our city provide the right kinds of services, shopping, fresh food, cultural and educational facilities, transportation choices, open spaces, and other urban amenities that make it complete?

## Newark Today

Newark is competitively positioned to offer a broad range of commercial, educational, cultural, and social choices to residents, the region’s workforce, and visitors

### 01 A “living” downtown

Downtown is well positioned to attract the growing regional demand for residential, office, and retail uses. But to do so, it needs to be alive not only during the workday but also at night and on weekends. New housing, office, and retail development is starting to fuel a more vibrant downtown, but its full potential has not yet been realized.

### 02 Arts, culture, and entertainment

Newark is the arts and culture capital of New Jersey. The city is home to hundreds of arts and cultural organizations and institutions, which in addition to improving quality of life in Newark, are a significant industry that provide direct and indirect benefits each year in the hundreds of millions of dollars.

### 03 Conventions and Conferences

Newark’s position in the region and its international hub status make it an ideal location for conventions and conferences.

### 04 Historic resources

As the third oldest city in the nation, Newark has a rich history; its historic landmarks, buildings, and districts tell the story of its past and make it distinct. Newark currently has 81 protected landmarks and seven registered historic districts, but many more assets are unprotected and at risk.

### 05 Riverfront access

At one time almost exclusively devoted to industry, the riverfront today is largely underutilized and, in some places, abandoned. In the upper reaches, highways and non-water-related industries prevent access from neighborhoods. Along the downtown shore, as visions of large-scale private development have remained unrealized, public lands have gone unimproved, and in some cases, lands have been redeveloped without contributing real public benefit and access. Working together, the City and County have initiated a multi-phase riverfront redevelopment and restoration program.

## Newark Tomorrow

Newark is a “city of choice” where a diverse range of people live, work, learn, and play; with improved environmental health, it provides for a broad range of commercial, educational, cultural, and social possibilities

### 01 A “living” downtown



Downtown Newark is a vibrant, mixed-use live-work-shop-play destination for the northern New Jersey region. Residential development and expanded streetscape improvements generate opportunities for active street-level retail and entertainment, as well as provide employers with a competitive locational advantage.

### 02 Arts, culture, and entertainment



Newark’s art and cultural assets and institutions support downtown and neighborhood revitalization efforts. They also contribute to resident and visitor enrichment and well-being, whether as a result of direct participation in programs or indirect local economic benefits (such as employment, human capital development, small business development, public realm and transportation improvements, etc.).

### 03 Conventions and conferences



Newark is a regional and national hub for conferences and events, including trade shows, athletic tournaments and competitions, concerts, festivals, and other functions.

### 04 Historic resources



Local preservation activities help spur growth and downtown revitalization; positively impact neighborhood character and property values; create jobs in construction and other trades associated with rehabilitation and adaptive reuse; and increase local retail, restaurant, and hotel activity associated with cultural tourism.

### 05 Revitalized riverfront



Newarkers reconnect to the Passaic through improved public access and the development of housing, offices, retail, industry, and open space in appropriate locations along the five-mile-long stretch of the riverfront district.



## 06 Brownfields

Across the city, and particularly in the port area, the abundance of contaminated land is a considerable environmental and economic challenge. The port area alone has over 850 acres of brownfields. Cleanup is a costly, time consuming, and complex process.

## 07 Transit and active transportation

39% of Newark households do not own a car. As a result, over half of Newark's residents use the combined modes of transit (26%), carpool (18%), and walking (8%) to get to and from work. Residents expressed a need for safer, more efficient mobility options for those who walk, bike, or take public transit to employment, recreation, entertainment, and waterfront destinations within the city.

## 08 Congestion

Despite Newark's unmatched rail and bus access, only 26% of downtown workers commute via transit. Most depend on automobiles, which leads to congestion and an excessive demand for off-street parking—a major barrier to downtown redevelopment.

## 09 Tree canopy and healthy waterways

Newark has a heavily urbanized landscape; most of the city has less than a 5% tree canopy. More trees and less pavement can lead to cooler air, which reduces the incidence of asthma. Natural, green features can also manage and clean stormwater runoff before it floods streets, backs up into peoples' basements, or overflows into the Passaic.

## 10 Air quality and GHG emissions

Newark's air quality is among the worst in New Jersey due to a combination of local factors, including: heavy industrial uses, regional power stations, an old building stock, and a dense transportation network that includes a seaport, airport, and several major highways.

## 11 Utilities and infrastructure

Residents and businesses depend on safe, reliable infrastructure that provides drinking water, sewer service, power, and telecom, among other services. Newark's water system, in particular, is aging and out of compliance with modern day standards. Constant budget shortfalls mean the City is reactive rather than proactive in preventing major failures like water main breaks, street-level flooding, and combined sewer overflows.

## 12 Municipal facilities

Many municipal buildings and facilities are underutilized, obsolete, or in need of major repair or replacement. Some, including parking or storage facilities, negatively impact neighborhood quality (and stifle growth) because they are located in inappropriate areas.

## 06 Cleanup and redevelopment

Expanded resources and tools enable the City to effectively clean and redevelop brownfields for job-producing uses.

## 07 Transit and active transportation

More residents, commuters, and visitors utilize public transit to access major employment and visitor destinations throughout the city. Newark contains a network of "complete streets" that safely and efficiently accommodate all modes of transportation, including pedestrians, bikes, buses, and private automobiles.

## 08 Congestion

Newark is able to adequately accommodate vehicular traffic and minimize congestion along city streets and the regional roadway system, while improving the safety of streets and intersections for all users. Balancing the parking needs and desires of various users, especially in the downtown and around the universities, is an important component of the City's strategy to mitigate congestion.

## 09 Tree canopy and healthy waterways

Newark's capacity to absorb and reuse stormwater with "green infrastructure" is greatly expanded. Scaled-up tree planting, the replacement of pavement with pervious surfaces, and new pocket parks and community gardens all help mitigate flooding and reduce combined sewer overflows.

## 10 Air quality and GHG emissions

Efforts to prevent additional air pollution, especially in overburdened neighborhoods, and mitigate existing polluting sources have helped Newark to meet or exceed federal ambient air quality standards. As a result, children and adults living in Newark no longer experience disproportionate levels of respiratory illnesses compared to the rest of the state. Through a combination of energy efficiency and mitigation strategies, Newark is on track to meet its obligations to reduce greenhouse gas emissions as a signatory to the U.S. Conference of Mayors Climate Protection Agreement.

## 11 Utilities and infrastructure

Newark's infrastructure is in an adequate state of repair to effectively and efficiently accommodate population and economic growth. Systems are flexible and resilient to the current and future impacts of climate change.

## 12 Municipal facilities

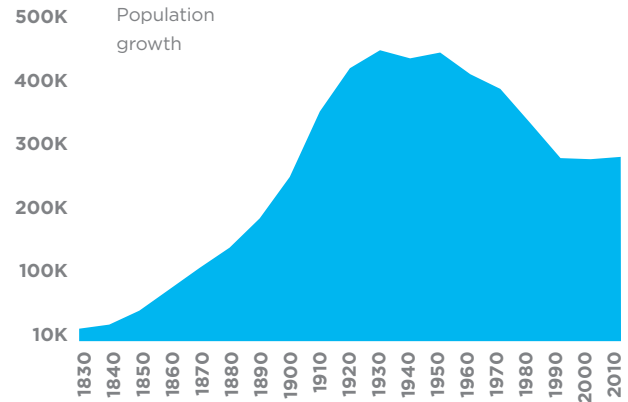
Newark contains high quality, consolidated, and efficient public facilities in appropriate locations throughout the city.

## Indicator 14 Residential Growth

### 14.1 Total population

**By 2025, Newark will grow by at least 50,000 new residents**

After decades of decline, the Newarker population is growing: over the past 10 years, the city added more than 3,500 residents and 3,100 households. While modest, this growth is dramatic in light of Newark's experience during the last half of the 20th century – when it lost more than 160,000 residents – and provides strong support for a belief that Newark is poised to significantly rebuild its population in the years ahead. Many factors, including demographic and urbanization trends, support the City's aspirational goal of 50,000 new residents.



## Indicator 15 Complete Places

### 15.1 Access to health and community resources

### 15.2 Access to healthy food

### 15.3 Access to schools

### 15.4 Access to quality retail

**By 2025, Newark will have expanded access to essential services for residents**

By facilitating the ability of Newarkers to safely and easily get to nearby schools, parks, grocery stores, shopping areas, transit, and other essential services, the City can help improve neighborhood quality and desirability, reduce household transportation costs, promote a more active lifestyle, and reduce greenhouse gas emissions.

School facilities



Private school  
Charter school  
Preschool  
Newark public schools

Commercial districts



Retail uses  
Other commercial uses

Health and community resources



Fire station  
Major health facility  
Police station

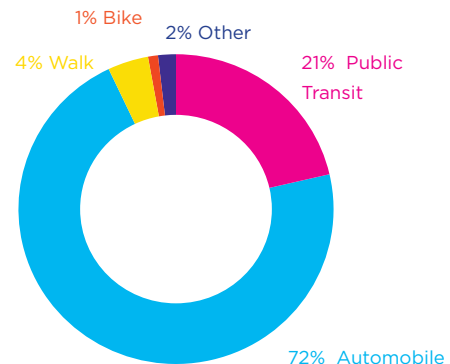
## Indicator 16 Transit and Active Transportation

### 16.1 Percent of residents and workers that walk, bike, or take transit to work

**By 2025, a greater percentage of Newark residents and commuters will take public transit, walk, or bike to work**

In providing Newarkers with “transit rich” neighborhoods and promoting the use of less carbon-intensive modes of travel to work – such as walking, biking, or taking transit – the City can promote higher rates of human health and reduced emissions. Also, taking more cars off the road will improve local and regional roadway congestion and lower the excessive demand for parking, a major barrier to downtown redevelopment.

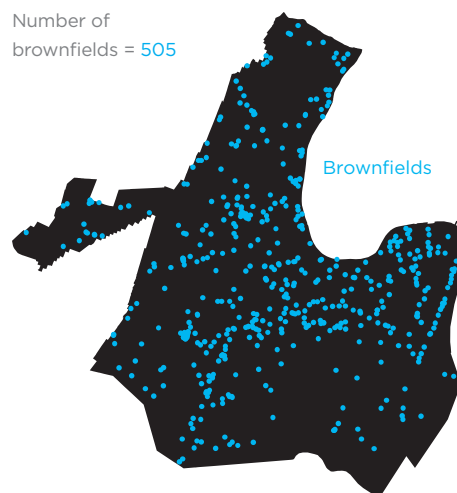
Mode of travel to work



- 17.1** Number of brownfields
- 17.2** Recycling rate
- 17.3** Tree canopy coverage (no data)
- 17.4** Air quality (particulate matter, GHG emissions) (no data)
- 17.5** Pollutants in the Passaic River (no data)

Newarkers' vision for a "City of Choice" means creating a place where the health of the environment is paramount. The City has identified five key measures that it will track to indicate the health and utilization of its environs, as well as the design of its infrastructure, to achieve positive environmental outcomes:

- Number of  
brownfields = 505



Recycling rate = 7%  
(2017 target is 14%)









NEWARK MASTER PLAN

# 03 BUSINESS & INDUSTRY



## Goals

**Ensure that Newark effectively attracts and facilitates commerce, while supporting connections between residents and local businesses to capitalize on employment and economic development opportunities**

**Ensure that all Newark neighborhoods have access to high quality community-serving retail and services, including grocery stores with fresh food**

## Objectives

### 01 Industrial Areas

**Strengthen Newark's position in industry**

#### Air and Sea Ports

**Maximize the economic potential of the air and seaport support areas, while reducing environmental impacts**

#### Manufacturing and Industrial Districts

**Outside of the port area, preserve and support opportunities for Newark-based manufacturing and industrial development in appropriate locations**

#### Citywide

**Support existing industries and develop capacity and responsibility for industrial business attraction and services**

### 02 Downtown

**Transform the downtown into a 24/7 regional destination to live, work, shop, and play for northern New Jersey**

### 03 Neighborhood Commercial Corridors

**Enhance existing commercial corridors to support vibrant, active neighborhoods**

For the first time in more than half a century, Newark is now a growing city. The population is expected to grow at a faster rate between now and 2025 – possibly by as much as 50,000 people. At the same time, median household income in Newark has increased steadily since 1990, though it still lags considerably behind the national level.<sup>1</sup> As a result, retail spending power, which in 2010 equaled approximately \$1.6 billion for residents,<sup>2</sup> has also increased.

Newark residents have also significantly improved their educational outcomes over the past 20 years: the portion of adults holding bachelor's degrees or higher was approximately 60% greater in 2010 than it was in 1990.<sup>3</sup> As educational outcomes have improved, Newark residents have also sought out higher paying jobs. In 2000, only one out of every five Newark residents was earning more than \$40,000 a year; by 2010, it was one out of every three.<sup>4</sup> Today, 26% of Newark residents are employed in education, healthcare, or social assistance, and 14% in professional and business services.<sup>5</sup>

Newark's labor force has also grown significantly since 2000, having added approximately 10% more workers.<sup>6</sup> At the same time, the city is still struggling to recover from the damage done by economic recession; at the end of 2011, its unemployment rate was approximately 14%.<sup>7</sup> The impact of challenging economic conditions is also reflected in the total number of jobs in the city, which has hovered around 150,000 for the past 10 years. These workers are employed by some 10,000 businesses spread across an array of industries.<sup>8</sup>

Services, the largest employment sector in Newark, accounts for 41% of employment, or about 57,000 workers. Other large sectors include finance, insurance, and real estate, with almost 20,000 workers, and industrials (i.e., manufacturing, construction, and utilities), with about 18,000 workers – nearly 8,000 of which work in the manufacturing sector.<sup>9</sup> Newark has a higher density of employment than the region and nation in several industries, including finance and insurance, health care, transportation, and warehousing.<sup>10</sup> In the next 10 years, it is anticipated that Newark will further consolidate its strength in a number of key industries, such as educational services, where employment is expected to grow by 17%, health care and social assistance (9%), and professional and business services (6%).<sup>11</sup>

Looking to the future, there are a number of assets that the City can leverage to foster an environment of economic growth. Among these many strengths, the most salient include:



- Newark’s proximity to New York City and other employment centers in New York, New Jersey, Connecticut, and Pennsylvania;
  - Easy access via a variety of transportation modes, including regional and local roadways, regional rail, local light rail, bus, and by sea;
  - Access to a third of the American population within a one-day drive;<sup>12</sup>
  - Port Newark-Elizabeth Marine Terminal, the largest container port in the eastern United States and the third largest in the country, which is currently undergoing major renovations to expand capacity;<sup>13</sup>
  - Substantial land that is ready for development, particularly along the Passaic River, where over 30 acres of land is publicly owned and could accommodate approximately seven million square feet of new development, and in the downtown core, where there are more than 20 acres of developable land within a half-mile of Penn Station;
- More than 60,000 workers and more than 1,500,000 annual visitors in Newark’s downtown;<sup>14</sup>
  - Approximately 50,000 students, faculty, and staff located at six different colleges and universities within walking distance of Newark’s downtown;<sup>15</sup> and
  - An array of effective and easily accessible state and local financial incentives available to local businesses, public and quasi-public agencies, and the City, as well as support available through the State Strategic Plan.
- In order to most effectively leverage these myriad strengths to support a high rate of economic growth and resident prosperity, the City and its partners will need to overcome significant challenges, including:

**Brownfield Redevelopment**

Across the city, and particularly in Newark’s port areas, brownfields are abundant and represent a considerable physical

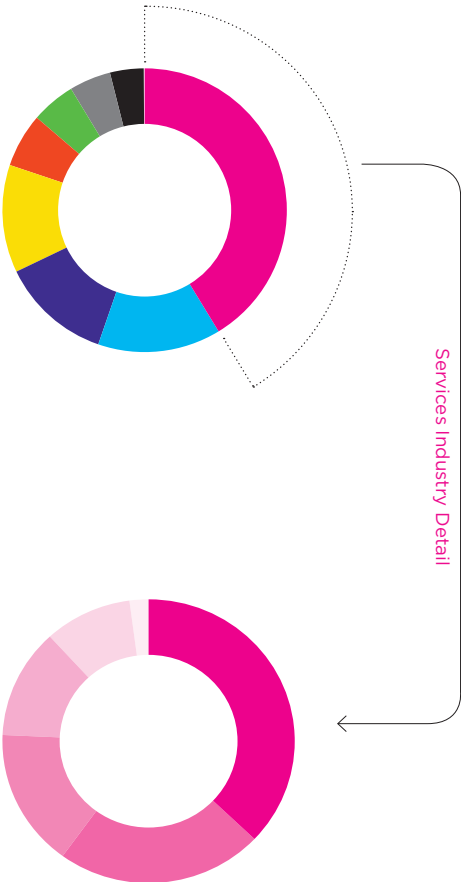
**FIG 3.1:** Employment by Industry  
Newark, NJ, 2011

Industry	Number	Percent	
Services	57,479	41.0%	
Finance, Insurance & Real Estate	19,508	13.9%	
Industrial	17,582	12.5%	
Transportation & Warehousing	17,026	12.2%	
Retail Trade	8,587	6.1%	
Wholesale Trade	7,067	5.0%	
Professional, Scientific & Tech Service	6,617	4.7%	
Information	5,333	3.8%	
Other	987	0.1%	
Total	140,186	100.0%	

**FIG 3.2:** Services Industry Detail  
Newark, NJ, 2011

Service Industry	Percent	
Health Care & Social Assistance	37.1%	
Educational Services	22.9%	
Other Services	15.7%	
Administrative Support, Waste Mgmt.	12.5%	
Accommodation & Food Services	9.7%	
Arts, Entertainment & Recreation	2.1%	

Source: ESRI Business Summary for Newark, 2011





and economic challenge. Brownfields are considered to be any real property, though usually industrial, where the presence or perceived presence of hazardous substances complicates potential future redevelopment. In the port area, there are over 850 acres of contaminated land,<sup>16</sup> which damage the physical environment and economic vitality of the entire industrial district. Cleanup for these sites is a costly, time consuming, and complex process, which, without public assistance, can be an insurmountable obstacle for private redevelopment.

#### **Market Challenges to Development Feasibility**

Related to the prevalence of contaminated land, but also to a number of other factors, vertical development in Newark is exceedingly challenging to implement due to a disconnect between supportable rents and development costs. High construction costs are driven by proximity to New York City, yet development in Newark, whether residential or commercial, struggles to command the rents needed to support the cost. This is especially true of high density development, where construction costs are even higher. At the root of solving this issue is improving the attractiveness of downtown, such that businesses and residents will pay the rents needed to offset the high costs of implementing new development. In the near term, Newark has been relying on and may need to continue to utilize development subsidy programs, including New Jersey's Urban Transit Hub Tax Credit (UTHTC) and Urban Enterprise Zone (UEZ) tax benefits and subsidized loan programs.

#### **Limited Municipal Resources for Infrastructure Investments**

As the City plans for a more prosperous future, there is a vast array of interventions that will be considered. From improving infrastructure to building more affordable housing and facilitating business growth, each warrant attention and resources. As the City actually plans to pursue these interventions, however, its actions will be limited by the constraint of financial and managerial resources available. To successfully implement the recommendations of the Master Plan and other key initiatives, the City will have to carefully prioritize how best to enact its plans in a way that is effective and sustainable, and to seek partnerships with the private sector and other levels of government to leverage additional financial and managerial capacity.

#### **Lack of Awareness of Newark's Assets**

Underpinning all of the challenges facing Newark is a lingering perception by individuals and businesses alike that Newark is not an attractive place to establish a business, raise a family, or have a meal. In spite of the city's many assets, they are too often overshadowed by past perceptions. Efforts to enhance Newark's image in the public eye must be continued. Newark should strive to become visible for all that it is achieving today and in the future, ensuring that investors, corporate decision makers, and developers are aware of and understand the impact of Newark's transformation.

## Key Numerical Targets

One of Newark's primary objectives is job creation. By 2025, Newark will aim to create **25,000** new jobs and improve its unemployment rate to be on par with the statewide unemployment rate.

### Air and Sea Ports and Industrial Districts

Newark's air and seaports and manufacturing districts present significant competitive advantages that the City will leverage to grow its key industrial and manufacturing sectors, such as shipping and seaport support, flight operations, manufacturing, and transportation, logistics, and distribution. By 2025, the City will aim to:

- 01** Increase the percentage of port and port-related jobs for Newark residents from **22% to 33%** by supporting strategies that respond to employer demand for specific skills and talents
- 02** Ready **five** sites for redevelopment and develop them with higher job-density industrial uses of at least **eight to 12** jobs per acre, which is more consistent with other port areas nationwide
- 03** Attract diverse industrial businesses, including manufacturers that support quality jobs across a range of skill levels and utilize cutting-edge processes

### Commercial Office (Downtown)

With more than 60,000 downtown office workers, Newark has significant strengths in professional and business services and can continue to attract and grow businesses in those sectors, as well as new sectors that are supported by the city's higher education and medical resources. By 2025, the City will aim to:

- 04** Attract jobs from new and existing business and professional services, financial services, and other office users to the downtown by supporting appropriate spaces for those companies – up to **2 million** square feet of new Class A office space by 2025 – while maintaining a healthy downtown office market with a **7%** Class A office vacancy rate or lower
- 05** Grow and retain businesses that are products of the innovation and research and development talent at the city's higher education and medical institutions

### Retail and Hospitality

In the downtown and neighborhood commercial districts, the City will support the expansion of retail and hospitality amenities to improve Newark's position as a destination to live, work, shop, and play, and to increase job opportunities for Newark residents. By 2025, the City will aim to:

- 06** Develop **1 million** square feet of new retail space and **1,000** new hotel rooms to create jobs, as well as provide amenities to residents, workers, and visitors



## 01. Industrial Areas

Newark's location within a region that contains nearly a third of the nation's population within a one-day drive (and more than 19 million in the closer New York metropolitan region), as well as strong maritime, road, rail, and air transportation access, makes Newark a desired and competitive location for manufacturing, warehousing, and logistics and distribution uses.

However, there are a number of challenges to locating and developing industrial uses in appropriate locations throughout the city. Environmental contamination – real and perceived – and unstable soil conditions in some locations can increase construction costs, time, and risk for development, making greenfield locations outside the city more attractive to potential users. In addition, only 15% of sites proximate to the port and airport are larger than five acres, and with more than 600 distinct owners for 1,200 parcels, assemblage can be difficult.<sup>17</sup> Assembling appropriately sized sites for development may require coordinated efforts to control, remediate, and prepare sites for redevelopment.

Other challenges include providing Newark and area residents with access to employment sites. Access to jobs, particularly those in the port area, is challenged by both distance from residential neighborhoods and a lack of public transit access due to federal

restrictions and transit capacity. Moreover, current education levels of Newark residents, combined with the limited availability of funding for worker training in specific fields, present challenges in matching the skills of potential employees to job opportunities that provide a career ladder.

Newark's approach to manufacturing and industrial development requires commitment to a strategy that both:

- Helps support business growth in traditional areas of strength based on substantial assets, which tend to be largely commodities-based – such as logistics and distribution, warehousing, and textiles, food, and beer manufacturing. These uses tend to be more land intensive and offer more entry-level positions; and
- Builds strengths in post-production processes, advanced manufacturing, and other specialties that leverage proximity to the port as well as other assets, such as Newark's strong university presence. These uses tend to be less land intensive, may be compatible with locations in commercial districts, and have the potential to create career ladder jobs for Newark residents.



## Air and Sea Ports

### Maximize the economic potential of the port area, while reducing environmental impacts

The expansion of air and seaport-related industries in Newark has the potential to be a critical driver of economic growth for the city in the years ahead. And while the city holds many comparative advantages in these industries, there are significant obstacles that must be overcome in order to unlock the full growth potential of the port area.

Port Newark-Elizabeth Marine Terminal is the third largest port in the nation, moving over \$100 billion in goods annually. Newark Liberty International Airport is also one of the most heavily trafficked airports in the nation, with over 600 scheduled departures daily. Looking to the future, the Port Authority's long-term forecast conducted prior to the recession estimated that cargo volume at Port Newark-Elizabeth will double by 2025, and air traffic at Newark Liberty International Airport is expected to grow 30% by 2018.<sup>18</sup>

The Newark region is well positioned to capture significant economic growth in the coming years. But in order to accommodate and attract this growth within the city, Newark must overcome a series of physical obstacles in the port area, including:

#### Underutilized Land

The 7,200 acres of land in the port area currently employ approximately 5.5 workers per acre, whereas comparable ports employ eight to 20 workers per acre.<sup>19</sup>

#### Size of Available Parcels

Currently, 85% of parcels in the port and port support areas are less than five acres in size, while modern warehouse and distribution facilities need 15- to 75-acre parcels. (Smaller parcels may be suitable for other industrial uses.)

#### Land Assemblage

There are approximately 600 distinct land owners of 1,200 parcels in the area. This fragmented ownership is consistently cited as a hindrance to assembling parcels large enough for modern warehouse, distribution, and manufacturing facilities.

#### High Rates of Contamination

While two federal Superfund sites have been established in the port area, there are more than 400 additional contaminated sites that the New Jersey Department of Environmental Protection (NJDEP) has identified in Newark – the majority of which are in the port area. To enable growth in the area to continue, the City

### Newark Brownfields Clean Up Program

Newark's brownfield remediation program, the Brownfields Clean Up Program, is funded through the Brownfields 2011 Assessment and Cleanup Grant, a national grant administered by USEPA. In the 2011 round of funding, Newark was awarded a total of \$1 million: \$400,000 for brownfields assessment, and \$600,000 for cleanup projects.

The hazardous substance assessment grants are designated for the performance of six Phase I and two Phase II environmental site assessments. The petroleum assessment grants are designated for 10 Phase I and two Phase II environmental site assessments. Assessments will focus on former gas stations and sites along the Passaic River and in the port area.

Cleanup grants are designated for specific projects. Hazardous substance cleanup grants will be used to remediate the 8.5-acre Central Steel Drum site on Doremus Avenue, which was formerly used for manufacturing printing ink and recycling chemical drums. A second project that will receive hazardous substance cleanup grant funds is the four-acre Scientific Chemical Processing site on Wilson Avenue. This site was formerly used to manufacture leather, rubber products, and industrial chemicals. Petroleum cleanup grant funds will be used to remediate the 1.2-acre former Northern New Jersey Oil site along McCarter Highway. The site was originally used for oil storage and distribution and auto repair. All sites currently in the program are City-owned.

and land owners must make progress to mitigate the degree of contamination. Investments in brownfield remediation and redevelopment can be facilitated through an array of public programs that provide financial support and technical assistance for development planning and the cleanup of contaminated sites. Additionally, programs that mitigate future risk for potential users or property owners, such as "shovel-ready" certification programs, have been implemented in a number of states nationwide, including Pennsylvania and New York.



### Strategy 1.1

## Create and implement a strategy to ready industrial sites for development

Newark has one of the lowest vacancy rates of New Jersey's industrial sub-markets, indicating a strong demand for users to locate in the city's industrial areas – particularly those proximate to the port, airport, and transportation networks. The Port Authority of New York and New Jersey (PANYNJ) has projected that increases in port volume will strengthen that developable land.<sup>20</sup> Currently, there are 434 acres of vacant land in Newark's industrial port and airport support areas<sup>21</sup> that can help Newark capture a share of this demand. In order to compete with nearby municipalities for users that will drive this demand, Newark must ensure a supply of developable land, while minimizing cost, time, and risk for users to enter the Newark market versus competitor markets.

In implementing the following strategies, the Brick City Development Corporation (BCDC) will:

- Lead assemblage prioritization and transactions – incorporating an understanding of business needs based on its ongoing business attraction efforts – in coordination with City economic development staff;
- Administer transactions with redevelopment entities;
- Work with EHD to continue to administer the environmental remediation of priority sites that are under the City's control; and
- Lead the City's coordination with the New Jersey Economic Development Authority (NJEDA).

To support these efforts, EHD will continue to administer the environmental remediation of priority sites with BCDC and coordinate with NJDEP to create a certified (i.e., “shovel-ready”) sites program.

### 1.1.1 Utilize regulatory policies to incentivize the development of unimproved or underutilized land

The City will explore policies that add regulatory costs to property ownership, and which thereby tip the value equation for property owners towards generating more jobs and income through redevelopment to pay for the new costs. Potential policies include:

- The development and enforcement of minimum property maintenance standards, the violation of which would lead to substantial fines that the City could convert to tax liens if it were to step in and initiate the maintenance itself;
- The development and enforcement of minimum landscaping and lighting standards on private property edges that would improve the image of the area; and
- The creation of assessment district(s) for lighting, landscaping, the undergrounding of utilities, additional water, sewer, or road capacity, or other improvements.

### 1.1.2 Prioritize the disposition of City-owned, -controlled, and/or -remediated sites to targeted industries with relatively high job intensities

Newark's port area currently supports 5.5 jobs per acre, whereas comparable ports – such as those in Rotterdam, Sacramento, and Washington State – employ between eight and 20 workers per acre.<sup>22</sup> Traditional large-scale warehouse and distribution facilities



can benefit tremendously from Newark's proximity to the port and access to the regional transportation network, but these uses typically produce fewer jobs per acre. Refrigerated warehouses, on the other hand, which can be built on more than one floor, typically have higher job intensities than other warehouse uses.<sup>23</sup> Selected production, manufacturing, and post-production uses – including assembly and market customization functions – are also typically more job-intensive than average and can utilize smaller parcels.

In addition to focusing on sites with proximity and/or public transit access to the Newark labor force, the City will also prioritize industries that offer career pathways and portable skills and certifications for employees, support livable wages, and provide high quality, safe, and healthy working conditions.

**1.1.3 Utilize the City's authority and resources to address the market failure of small parcels that, if aggregated, could provide substantially greater economic opportunity**

The City will selectively utilize its statutory redevelopment authority – including eminent domain, as authorized by the State – to facilitate municipal control of contaminated and underutilized parcels in need of redevelopment, and to solicit one or more entities to undertake remediation and redevelopment (whether for particular users or for speculative space). Given the City's limited financial resources, it is challenged in its ability to directly acquire sites; at the same time, it is not preferable for the City to own sites for the long term that do not have identified market demand. Transaction structures will be explored to allow the City to reduce near-term carrying costs for redevelopment entities and bring to bear financial resources that are exclusively available to municipalities.

Low rents in Newark's industrial areas make development that is not build-to-suit extremely challenging from a market standpoint, particularly if significant environmental remediation or unstable soils increase the cost of development. The City will leverage resources to reduce the redevelopers' cost of remediation, and it will work with the redeveloper's to identify and attract businesses that are appropriate for site assemblages.

**1.1.4 Identify infrastructure and access needs to support the development of key parcels, including road infrastructure to hard-to-access parcels and freight rail infrastructure**

**1.1.5 Reduce future environmental risk for redevelopment entities and end users by advocating to the New Jersey Department of Environmental Protection to develop a shovel-ready site certification program that will enhance competitiveness with New York and Pennsylvania**

**1.1.6 Work with the New Jersey Economic Development Authority to prioritize incentives to targeted industries with high job intensities**

**Strategy 1.2**

**Create a Port Business Improvement District to support security, maintenance, climate resilience, and other improvements**

The City will work with local business owners in the port area to create a dedicated funding structure to support ongoing supplemental services and ensure that business needs and concerns are met.

**Strategy 1.3**

**Investigate expansion of the Tariff-Free Foreign Trade Zone**

The Tariff-Free Foreign Trade Zone provides significant financial benefits for businesses and removes disincentives to value-added production in the United States. The Zone is a geographic area in which duty is not levied on products until they leave the Zone, making production more profitable. The City will explore the benefits and costs of expanding the Zone and, if found to make economic sense, will partner with the Port Authority to sponsor an application. Since speculative applications are less desirable,<sup>24</sup> the City will work with the Port Authority to identify a site or set of sites with current or potential tenants that may be eligible, and which could provide increased benefits to the city if included in the Zone.

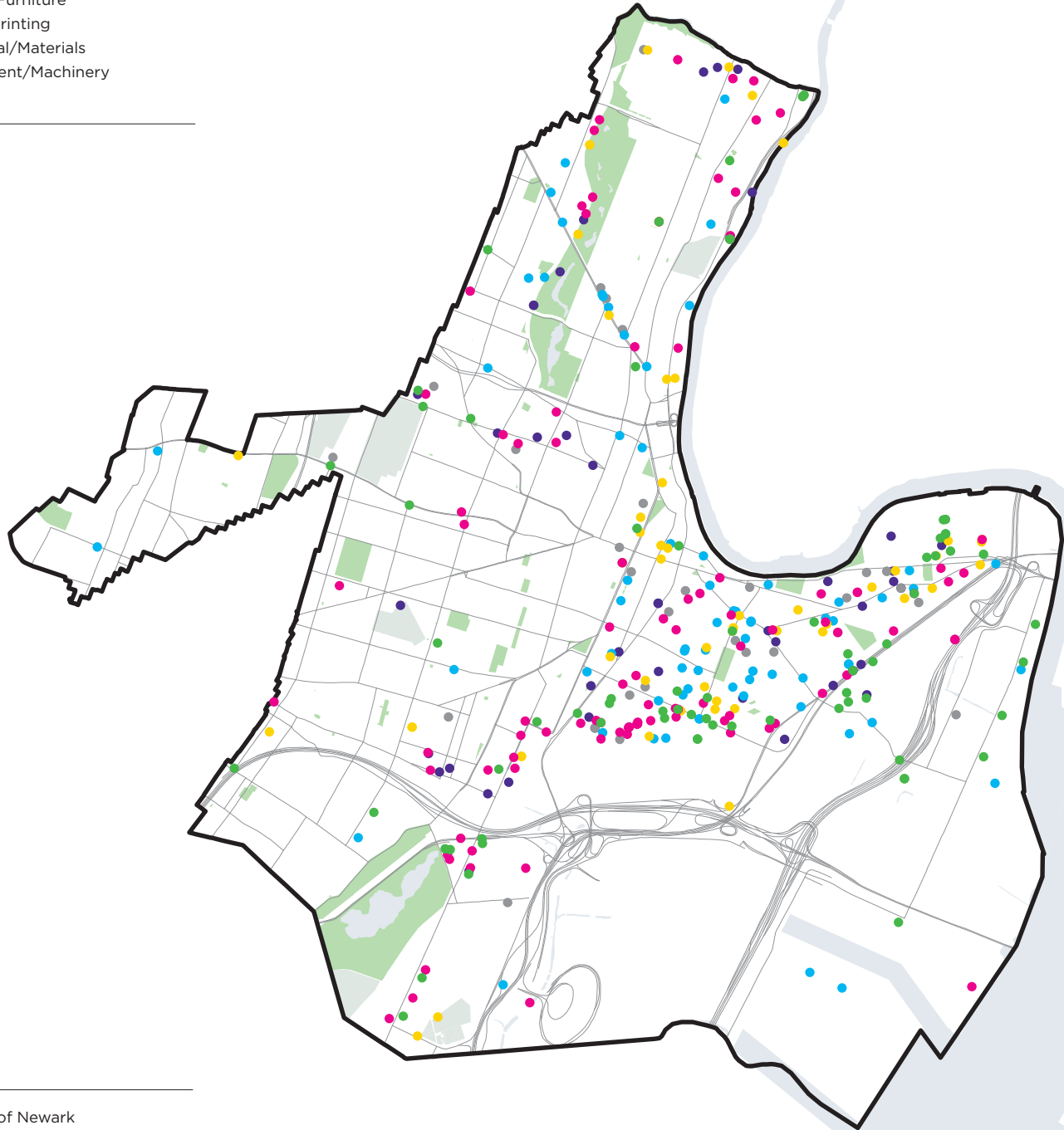
**Strategy 1.4**

**Advance industrial development that complements potential future Port Inland Distribution Network (PIDN) connections to the north and west**

In order to reduce the need for significant additional acreage and to retain land in the port area for value-added, job-intense uses that will create jobs in Newark, the Port Authority is exploring opportunities to expand the throughput potential of the port by creating privately-operated inland terminals that can be reached via barge or rail service. (Locations include cities like Albany, New York, and Bridgeport, Connecticut.) The City will work with the Port Authority to explore locations for future regional transportation

**FIG 3.3:** Newark-Based Manufacturers  
by Sector  
Newark, NJ, 2010

- Food
- Textile/Furniture
- Paper/Printing
- Chemical/Materials
- Equipment/Machinery
- Other



Source: City of Newark

Orientation      Scale



0      1 mi.

improvements and identify opportunities to support growth on port area parcels that can also benefit from those improvements.

#### Strategy 1.5

### **Encourage mixed-use, airport-related opportunities on the periphery of the Airport Support Zone, especially along and adjacent to Frelinghuysen Avenue**

A proposed Airport Support Zone (discussed in the Land Use Element) has the potential to supply more than 25 parcels larger than three acres, seven of which are at least 10 acres in size. Parcels of this size in such close proximity to the airport will create opportunities to support larger e-commerce fulfillment centers, just-in-time manufacturing, and warehousing, as well as a range of smaller office and industrial uses, such as freight forwarding, flight kitchens, car rental support facilities, equipment repair, airline back offices, high-tech research and development, and/or an international business center. Hospitality uses driven by proximity to the airport could also locate in this zone

#### Strategy 1.6

### **Explore strategies to expand utilization and ridership at the Newark Liberty International Airport train station**

Regulatory barriers currently exist that limit the use of Newark's AirTrain station exclusively for airport patrons. Should the restrictions be lifted, the station could serve as a point of access, with the potential addition of bus service to move workers efficiently to port- and airport-proximate locations. The station could also serve as a new transit-oriented development opportunity, providing opportunities for both commercial uses, such as office space for airport logistics and hospitality uses, as well as residential uses, which could serve a broad market, including airport workers and crew members who would benefit from proximity to the airport.

*For more information on this strategy, see the Mobility Element.*

#### Strategy 1.7

### **Where on-site parking is required, discourage surface parking and encourage structured parking in favor of other port-support operations**

The City will identify mechanisms to incentive the maximization of land utilization for revenue-producing uses, such as sewer fees based on impervious surface coverage.

#### Strategy 1.8

### **Work with education and workforce training organizations, as well as employers, to develop and refine training curricula to meet port industry needs; provide industry-specific training to assist existing and new employees in learning relevant skills**

The creation of industrial jobs should be leveraged to provide jobs for Newark residents. The city is home to numerous non-profit workforce programs. Newark's One-Stop Career Center provides employment and support services to job seekers, employers, and training programs in Newark. The One-Stop also offers services that better connect Newark residents with port employment opportunities, such as through direct outreach to companies, career fairs, and recruitment events with job seekers and potential employers. The City and its One-Stop Center will partner with the Port Authority and employers to design job training programs that ensure Newark residents have the skills and experience necessary to meet employers' needs in a range of industries.



### Greenpoint Manufacturing and Design Center

Brooklyn, New York

The waterfront along New York City, once bustling with industrial uses, has become a prime target for developers seeking to construct luxury high-rise buildings. As a result, New Yorkers who make a living in industrial trades have experienced rising real estate costs and a lack of spaces adequate for their work. The Greenpoint Manufacturing and Design Center (GMDC) has become a leader in preserving industrial spaces and providing workers and artisans with the skills necessary to thrive in their careers.

The non-profit GMDC was founded in the late 1980s as an innovative intersection of two interests: reclaiming derelict factories in North Brooklyn's Greenpoint neighborhood and sustaining industry and manufacturing in New York City. Officially incorporated in 1992, the Center purchased a formerly industrial, City-owned building scheduled for demolition. The group remodeled the building to create working spaces for small manufacturers and artisans in need of space to construct their pieces. Since 1992, the Center has bought six buildings around the city. GMDC currently operates four of these buildings, providing more than a half-million square feet of manufacturing space. All tenants pay below-market rents.

The City of New York has supported the Center by making property available at a nominal cost and providing funding grants for work creation programs. Recently, the Mayor's Office of Industrial and Manufacturing Businesses awarded GMDC a \$4 million grant to purchase a former factory in West Williamsburg, Brooklyn. The Center also receives State incentives through the Industrial Business Zone and East Williamsburg Empire Zone programs, which provide tax credits and energy discounts to manufacturers.

GMDC has created opportunities for creative individuals and small businesses to operate in flexible light manufacturing spaces. Its buildings support more than 100 businesses, from small-scale food packagers to garment workers and woodworkers. Tenants include a woodshop, a painting and sculpture studio, furniture making shops, small glass and ceramic manufacturers, and individual artist studios. These businesses support over 500 jobs on-site. Moreover, over half of GMDC-affiliated workers reside in the vicinity of their work location.

Greenpoint Manufacturing and Design Center



## Manufacturing and Industrial Districts

**Outside of the port area, preserve and support opportunities for Newark-based manufacturing and industrial development in appropriate locations**

### Strategy 1.9

## Preserve medium industrial, light industrial, and commercial uses in specific areas, such as portions of the riverfront and around the Newark Industrial District

The City, as described in the Land Use Element, will codify appropriate types of industrial uses that can be accommodated in locations near or adjacent to residential neighborhoods. Land use regulations will take into account the changing nature of a variety of industries that may reduce their impacts on communities, making them more appropriate in medium or light industrial areas. Where possible, the intensity of industrial uses will be “stepped down” to create a buffer zone between incompatible residential neighborhoods and industrial users, such as in the Ironbound.

### Strategy 1.10

## Create mixed-use zones in transitional areas where residential, commercial, and industrial uses could co-exist in both specific projects and areas

In locations with available land, transit accessibility, a ready workforce, and existing clusters of light industrial uses, the City will maintain land for appropriate job-producing industrial

### The Savannah Economic Development Authority

SEDA provides business attraction and site selection services to businesses seeking to locate in the City of Savannah or Chatham County. The organization offers property listings and marketing for sites throughout the city and county on its website, including industrial sites and those proximate to the port. It also provides site selection services and incentive assessments for businesses. SEDA also redeveloped, owns, operates, and directs strategic planning for Crossroads Business Center, which is located on nearly 2,000 acres of remediated brownfield sites.

uses that are compatible in proximity to other commercial and residential uses. Potential uses include light assembly, commercial food production, commercial arts, and other uses that do not produce adverse noise, fumes, or truck traffic patterns for residents. In this way, the City can help businesses to source, manufacture, and distribute goods in a sustainable manner, as well as provide employment opportunities that are more accessible to residents.

As illustrated in the Land Use Element, the City will create new mixed-use zones that permit a range of residential, commercial, and industrial uses in areas already developed with a mix of land uses. This designation will include areas located on the edges of the Ironbound neighborhood, as well as portions of the downtown, Dayton, Forest Hill, Lower Broadway, Mount Pleasant, University Heights, Upper Clinton Hill, and Upper Roseville.

#### Strategy 1.11

### Create “areas of innovation” in industrial lands for job growth and expansion of Newark businesses

These could include: (1) sites within industrial lands for small businesses, including industrial arts, specialty food processing, and green technology, which support the city’s existing industry strengths, and (2) incubator complexes (and uses) in the downtown, University Heights, and the University Heights Science and Technology Park. Specifically, the City will:

- Support and expand the Newark Innovation Zone;
- Support the creation of a light industrial/industrial arts incubator; and
- Coordinate with public and private partners, such as the New Jersey Manufacturing Extension Program and Newark’s colleges and universities.

### Citywide

#### Support existing industries and develop capacity and responsibility for industrial business attraction and services

#### Strategy 1.12

### Preserve industrial land uses, particularly in the port area and Newark’s industrial districts

As described in the Land Use Element, the City will preserve all industrial uses proximate to the air and seaport, as well as in appropriate light and medium industrial districts throughout the city, to support business and job creation opportunities in areas of Newark’s traditional strengths.

#### Strategy 1.13

### Allocate city resources to centralize strategic planning, redevelopment, and developer and business attraction initiatives

Comparable port areas – in cities that include Baltimore and Savannah – have centralized site marketing, redevelopment planning, funding strategy, environmental remediation, and related functions within the economic development capacity of the municipality. This is a strategy to dedicate human and financial resources to strategic redevelopment and offer developers or businesses seeking to do business in the city with a one-stop resource. Either the City’s Department of Economic and Housing Development (EHD) or BCDC should:

- Lead strategic planning and redevelopment initiatives for industrial lands, including those in the port and airport support areas;
- Act as a single, one-stop resource to provide information to developers or potential users about available land, incentives, and environmental concerns; and

- Facilitate the development of industrial sites, such as through working with the State, the Port Authority, and other City departments to expedite development, incentives, and financing.

#### Strategy 1.14

### Pursue targeted industrial business strategies that leverage Newark's diversity of strengths in different districts

Newark's diversity of strengths for industrial users ranges from proximity to the port, the airport, a skilled work force, the regional transportation network, and potential customers for supply chain businesses. The City and BCDC will create a strategy to target a range of legacy and new industrial users that can leverage the strengths of various locations. For example, food production businesses, such as commercial bakeries, may be a non-noxious industrial use that would be compatible with mixed-use commercial neighborhoods in close proximity to a potential work force. Various elements of the supply chain and production process could also be sited in appropriate locations. For instance, heavy industrial sites near the port could warehouse a product, such as cars, while more job-intensive processes, such as market customization, could locate in an industrial zone off-port that has more readily accessible market contact.

#### Strategy 1.15

### Utilize city policies and resources to support Newark's businesses and its established and growing industries

In collaboration with the Newark Sustainability Office, the City will create and implement a set of policies that support local purchasing and create mechanisms to increase local spending in industries that the City seeks to grow.

#### 1.15.1 Create policies that support local purchasing from Newark's production and manufacturing businesses

Newark and its partners have substantial purchasing power that can be channeled to support local businesses. The City will explore the feasibility of "Buy Local" initiatives, which could include targeting local manufacturers for materials and products for capital projects, promoting local manufacturers to developers of projects that receive City financial support, and supporting a Buy

Local campaign in coordination with "Made in Newark" and the Manufacturers' Roundtable.

#### 1.15.2 Create policies that enhance sustainability and support the growth of local green industries

The City can utilize policies for City and City-supported projects to increase local spending in green industries, thereby supporting local green job creation, while contributing to Newark's overall sustainability goals. This strategy has been successful for the State of New Jersey in growing the solar industry. It's nation-leading solar incentives program stimulated significant spending on solar installations throughout the state, thereby supporting the growth

#### The Newark Workforce Investment Board

The Newark Workforce Investment Board (NWIB) is a non-profit organization created pursuant to the Workforce Investment Act of 1998. Under the leadership of the Mayor, the NWIB's mission is to create a progressive and innovative workforce development system that effectively serves Newark businesses and residents. The NWIB is responsible for ensuring that optimal investments are made in Newark to support workforce development, training, and job preparation for residents. The NWIB also engages businesses to link the services of the local workforce system with the needs of employers in the Newark region. Responsibilities include:

- Oversight of the Newark One-Stop Career Center, which provides quality, accessible, and comprehensive employment and supportive services that are responsive to the needs of employers, job seekers, and the community;
- Setting a strategic direction for local workforce programs;
- Creating forums for analyzing and discussing critical workforce issues to determine the best implementation strategy;
- Partnering with state and local elected officials on economic and workforce development initiatives; and
- Conducting labor market analysis to better assess labor demand and advocate for employer workforce needs.



Newark Industrial District



of solar manufacturers who seek to locate near a strong customer base. Initiatives could include:

- Introducing green building standards for City and City-supported development projects;
- Utilizing state and federal resources to provide grants and low-cost loans for retrofits and weatherization;
- Entering an energy savings performance contract for energy upgrades to municipal facilities;
- Initiating fleet upgrades for municipal vehicles with efficiency and local purchasing standards;
- Increasing recycling compliance to increase job opportunities in recyclables processing; and
- Increasing standards for construction and demolition recycling.

*For more information on these strategies, see the Utilities and Infrastructure Element.*



## 02. Downtown

### Transform the downtown into a 24/7 regional destination to live, work, shop, and play for northern New Jersey

Downtown is the heart of the city, bringing together office, education, and healthcare workers, students at six colleges and universities, downtown and neighborhood residents, and millions of visitors that come to Newark every year for cultural and entertainment events. Downtown is the gateway to the city for transit riders that utilize the major transit hubs at Penn and Broad Street Stations, as well as a jumping-off point for connections to New York, Boston, Philadelphia, Washington, and other major employment centers along the Northeast Corridor. It is the location of significant recent and planned investment in hotels, higher education facilities, residential buildings, restaurants, and new office headquarters for some of the region's and the nation's largest companies.

At the same time, much of the downtown and University Heights neighborhoods are underutilized and present enormous development potential. For example, there are more than 20 acres

of underutilized land within a half-mile walk of Penn Station, one of the largest potential assemblages proximate to a Northeast Corridor transit hub. Given the confluence of significant access to population, adjacency to the Prudential Center, and substantial development opportunity that is already entitled through the Downtown Core redevelopment agreements, downtown development is a near-term priority for the City.

Investments in critical downtown improvements – e.g., enhancing the quality of the experience and amenities, strengthening connectivity and mobility, and attracting new commercial users, residents, and visitors to increase street activity – will support growth and activation of the downtown and yield economic benefits for the entire city.

#### Workers

More than 60,000 employees work downtown and in University Heights, providing a substantial potential base of activity and spending. However, many of the current employers and landlords

Rendering of Teachers Village project on Halsey Street



provide retail amenities and transit options that allow workers to bypass city streets, such as skyways with interior retail and shuttles from the city's transit hubs. These mechanisms, once needed to attract office workers, now rob the downtown area of necessary activity that could attract other office users to the city and support active street-level retail.

### Students

Nearly 40,000 college students study in the downtown and University Heights every day, representing one of the largest concentrations of college students in a city of Newark's size. Students are a potential source of new residents in the downtown area and in neighborhoods throughout the city, support for retail, and a skilled labor force and entrepreneurial pool following graduation. With appropriate housing options, an improved downtown experience, and connections to new job opportunities following graduation, more students will call Newark home.

### Residents

Downtown has experienced a burgeoning residential population in recent years, with more than 1,200 new units in the pipeline. As the city continues to develop even more amenities for residents in the downtown, residents from other neighborhoods will also benefit from improved downtown experiences. More residential units in the area will be supported by the growing demand for walkable, transit-accessible housing options.

### Visitors

Newark's downtown was once a major regional shopping and visitor destination. The intersection of Broad and Market Streets was one of the busiest shopping locations in the nation. The development of NJPAC and the Prudential Center arena, with more than 500 events annually, has supported the resurgence of the city as a major visitor destination.

## Strategy 2.1

# Encourage dense mixed-use development around downtown transit hubs

## 2.1.1 Leverage state incentives, such as the Urban Transit Hub Tax Credit, and advocate for the continuation of state incentives to support development around urban transit hubs

The Urban Transit Hub Tax Credit (UTHTC) is one of the most generous business incentives in the nation and has been an important business recruitment tool for Newark in the last year; recent announcements by Panasonic and Prudential Financial

### Urban Transit Hub Tax Credit Program

The UTHTC program provides tax credits for large businesses seeking to relocate or expand their operations proximate to designated transit hubs within nine New Jersey municipalities. Commercial applicants can receive up to 100% of qualifying capital investments made over an eight year period. Residential projects are eligible to receive up to a 20% credit.

To be eligible for the credit, developers must make a minimum \$50 million capital investment. At least 250 employees must work full time at the facility, and the tenant occupied space must represent at least \$17.5 million of the capital investment. Projects with 250 employees are eligible for tax credits worth 80% of the qualified capital investment, and those retaining upwards of this number are qualified for up to 100%. Mixed-use projects fall under the residential component of the program.

The program is currently funded for \$1.3 billion within the state's nine designated urban transit hubs, \$250 million of which is allocated for residential projects. The commercial program is set to expire in January 2013, while the residential component will expire in July 2014. Strong demand for the residential program led NJEDA to close the program to new applications in early 2012.

Eligible transit hub areas are located within a half-mile radius of Newark's New Jersey Transit, PATH, or Light Rail stations. As of February 7, 2012, six projects had been approved in Newark:

- 36-54 Rector Street – Boraie Development: \$13.38 million
- RBH-TRB Newark Holdings: \$39.46 million
- Newark Farmers Market: \$15.75 million
- Wakefern Food Corporation: \$29.25 million
- Panasonic Corporation of North America: \$102.41 million
- Prudential Financial: \$250.79 million





underscore the importance of the incentive to create jobs and invest capital around the city's transit hubs. A bill was introduced in the State Legislature in February 2012 that would extend the program and expand the tax credit pool by more than \$1 billion. The City will prioritize efforts to work with companies to leverage the credit for as long as capacity remains in the program. The City will also work with the State to identify mechanisms to continue support for mixed-use transit-oriented development, consistent with the State's Strategic Plan, which prioritizes smart growth and development that utilizes existing infrastructure.

### Strategy 2.2

## Enhance the quality of the downtown experience to increase residential population, support business attraction, and increase retail spending capture by a range of downtown populations, including residents, workers, students, and visitors

With office rents that offer value and proximity to New York City and other employment centers, competitive housing costs, and a large daytime population, in addition to the generous state-level incentives available for new employers, Newark is very competitive to attract new businesses and new development from a value

standpoint. However, the quality of the downtown experience – from the connections to the city's transit hubs to the level of activity on the sidewalks, the quality of the public realm, and the activation of the street wall – creates an unwelcome environment that deters employers from relocating to Newark. The City must continue its aggressive efforts to build the quality of life and the downtown experience to compete in a very competitive regional and national landscape.

### 2.2.1 Increase opportunities for active street-level retail and entertainment to connect nodes of activity in the downtown and University Heights neighborhoods

While the corner of Broad and Market Streets was once one of the busiest retail corners in the northeast, loss of population, disinvestment in the downtown, and the removal of downtown workers from the street (via the skywalk system) have resulted in inconsistent retail quality along Broad Street and around its intersection with Market Street. Moreover, Broad Street is too wide to support a double-sided pedestrian-friendly retail corridor.

At the same time, downtown's activity centers are focused in University Heights, with nearly 40,000 students, and between Broad Street and Penn Station, with more than 60,000 downtown office and institutional workers and more than 1.5 million visitors annually. Both of these locations have opportunities for new and infill retail development. The City will identify and nurture alternative retail corridors in the downtown core and adjacent to University Heights, such as Mulberry Street and Halsey Street,

which draw on the activity in those neighborhoods, and begin to connect their energy through Broad and Market Streets.

*For more detail on the City's downtown retail development strategy, including profiles and redevelopment strategies for the Halsey and Mulberry Street corridors, see Appendix A of the Business and Industry Element.*

### **2.2.2 Support the development of and a high standard of operations, maintenance, and programming for existing and new open spaces, including Triangle Park**

Downtown's existing and planned open spaces should serve as amenities for residents, workers, students, and visitors. As new open spaces are developed and existing spaces are updated, a focus on activation and programming can increase vibrancy and safety. Retail, food, and beverage offerings, as well as regular programming and events, can play a role in enhancing activity – a strategy that is currently being implemented as part of upcoming Military Park improvements. A dedicated operations and maintenance entity with dedicated funding sources, including earned income and philanthropy, should be explored for downtown parks.

### **2.2.3 Revise parking standards to encourage the redevelopment of surface parking lots, while providing sufficient levels of parking on an ongoing basis to patrons of downtown businesses and residents, in particular**

Downtown contains a substantial inventory of surface parking lots that provide a steady revenue stream to property owners and parking for workers and visitors. Within a half-mile of Penn Station alone, there are more than 20 acres of underutilized sites primarily being used as surface parking. As these sites are targeted for redevelopment, structured parking will need to be incorporated into all new development projects, and on-street parking policies will be re-examined to provide appropriate levels of parking for residents, shoppers, workers, visitors, and students. Parking policies to be explored include:

- Discouraging new surface parking lots as a matter of right in certain areas of the downtown;
- Revising downtown parking standards to promote shared parking;
- Reducing downtown parking ratio requirements;
- Providing for overnight on-street parking for residents;
- Improving turnover rates for on-street spaces through pricing and time limit strategies; and
- Introducing student parking permits to reduce student car usage and increase transit ridership and pedestrian activity.

*For more information on this strategy, see the Circulation and Mobility Element.*

## **Strategy 2.3**

# **Increase opportunities for visitation downtown**

The City will explore improvements to the downtown visitor infrastructure that can increase the number of visitors to the downtown and increase their length of stay – in order to capture higher impacts from visitation and support downtown businesses.

### **2.3.1 Support the development of hotel keys to support downtown venues**

In order to attract increasing numbers of large events to the city's venues, including major sports tournaments and entertainment events, and to capture more spending to increase the economic impact of those events, the City is promoting the development of hotels in the downtown that appeal to a range of price points. Two new downtown hotels are in the pipeline, and are projected to collectively add more than 250 Marriott- and Indigo-brand hotel rooms to the city's inventory.

### **2.3.2 Explore the viability of a downtown visitors conference center or conference hotel**

The development of a downtown conference center or conference hotel could increase business visitation downtown and serve as an amenity for local businesses and organizations. While a larger convention center may be explored in a non-downtown location for trade shows and national events, a downtown conference center that provides attractive facilities for regional conferences, meetings, and events may be more feasible in the near term and can leverage other downtown venues (including the Prudential Center and NJPAC) that may not reach full utilization at all times. It could also support downtown's hotels and retailers.

## **Strategy 2.4**

# **Leverage Newark's educational and medical institutions to support businesses and build the residential population**

Newark has one of the largest concentrations of higher education in the Northeast,<sup>25</sup> with nearly 40,000 college students and 15,000 faculty and staff. The city's three major health care institutions – St.

Michael's Hospital, Newark Beth Israel Hospital, and University Hospital – employ the bulk of the city's more than 20,000 workers in the health care and social services sector.

Taken together, these institutions represent a tremendous opportunity to increase retail spending and grow the residential population in the downtown and throughout Newark's neighborhoods. They also make ideal partners to support job training and new business creation, and can help the city establish itself as a center of higher education and a location for innovation.

#### **2.4.1 Increase the residential population by attracting more students, faculty, and staff from Newark's educational and health care institutions to live in the city**

While many of the colleges and universities in Newark have traditionally served primarily commuter students, there is growing demand for students, faculty, and staff to live near their schools and within an attractive, "college town" environment. More than 2,000 new housing units aimed at students, faculty, and staff are currently planned in the downtown and University Heights – including developments by Rutgers, NJIT, and NHA.

The City will identify strategic opportunities to utilize publicly owned land, as well as partner with private and institutional property owners, to develop underutilized parcels into housing that is marketed to the higher education population. On key arterial streets, including Washington and Halsey Streets, Central Avenue, and MLK Boulevard, mixed-use development with active ground-floor uses should be prioritized.

*For more information on this strategy, see the Housing Element.*

#### **2.4.2 Support the creation and operation of spaces that meet the needs of early stage and growing health sciences, advanced manufacturing, professional services, and technology companies to support small business growth and enhance the city's brand as a location for innovative businesses**

Newark's universities conduct more than \$100 million of scientific research annually,<sup>26</sup> providing a significant competitive advantage for the city to attract and grow start-up and growing science and technology companies. By offering attractive spaces at competitive prices, and connecting researchers working at and graduating from the universities, Newark is well positioned to provide a home for growing companies. Key space needs include:

- Incubator space for early stage companies, which may be provided at existing incubator spaces at University Heights Science Park; and
- Office and laboratory space for growing companies that no longer need incubation space. Providing shared services and space – such as copying and printing, information technology services, conference space, and office and laboratory swing space for growth – increases the attractiveness and viability of the product for growing companies. These spaces could be located in infill locations in and proximate to University Heights.

In addition, improvements to the overall livability and vibrancy of the downtown and University Heights will help to create the type of environment that researchers seek (e.g., supporting the potential for information exchange within common spaces, such as cafes).



## 03. Neighborhood Commercial Corridors

### Enhance existing commercial corridors to support vibrant, active neighborhoods

The City will bring to bear its complete toolbox – including financial resources, organizational capacity, and regulatory authority – in a limited number of corridors to maximize the impact of its resources and create transformative change in those neighborhoods.

In coordination with the Urban Enterprise Zone (UEZ), the City is currently undertaking a series of targeted streetscaping and façade improvement investments in one high-priority commercial corridor in each ward: (1) Clinton Avenue in Upper Clinton Hill, (2) Ferry Street in the Ironbound, (3) Lower Broadway and Broad Street in the downtown, (4) Mount Prospect Avenue in Forest Hill, and (5) South Orange Avenue in Vailsburg. Improvements, for which the design phase has already been completed, are due to be fully implemented by the fall of 2013. The total cost of these projects is approximately \$27 million.

The City also provides grants of up to \$50,000 to businesses for façade improvements in targeted corridors. The grant can cover up to 75% of the improvement cost. Twelve projects are currently in the pipeline, with more expected as streetscape improvements continue.

These corridors, and others throughout the city, have the potential to provide important community amenities and establish the brand and identity of neighborhoods. Some corridors can also attract consumers from surrounding municipalities, which can enhance the performance of a range of small businesses offering products and services that are not widely available.

However, many of the corridors face challenges to their viability and ability to support the small businesses that populate them:

- Much of the building stock is older and may not be suited to modern retailers or other storefront users;



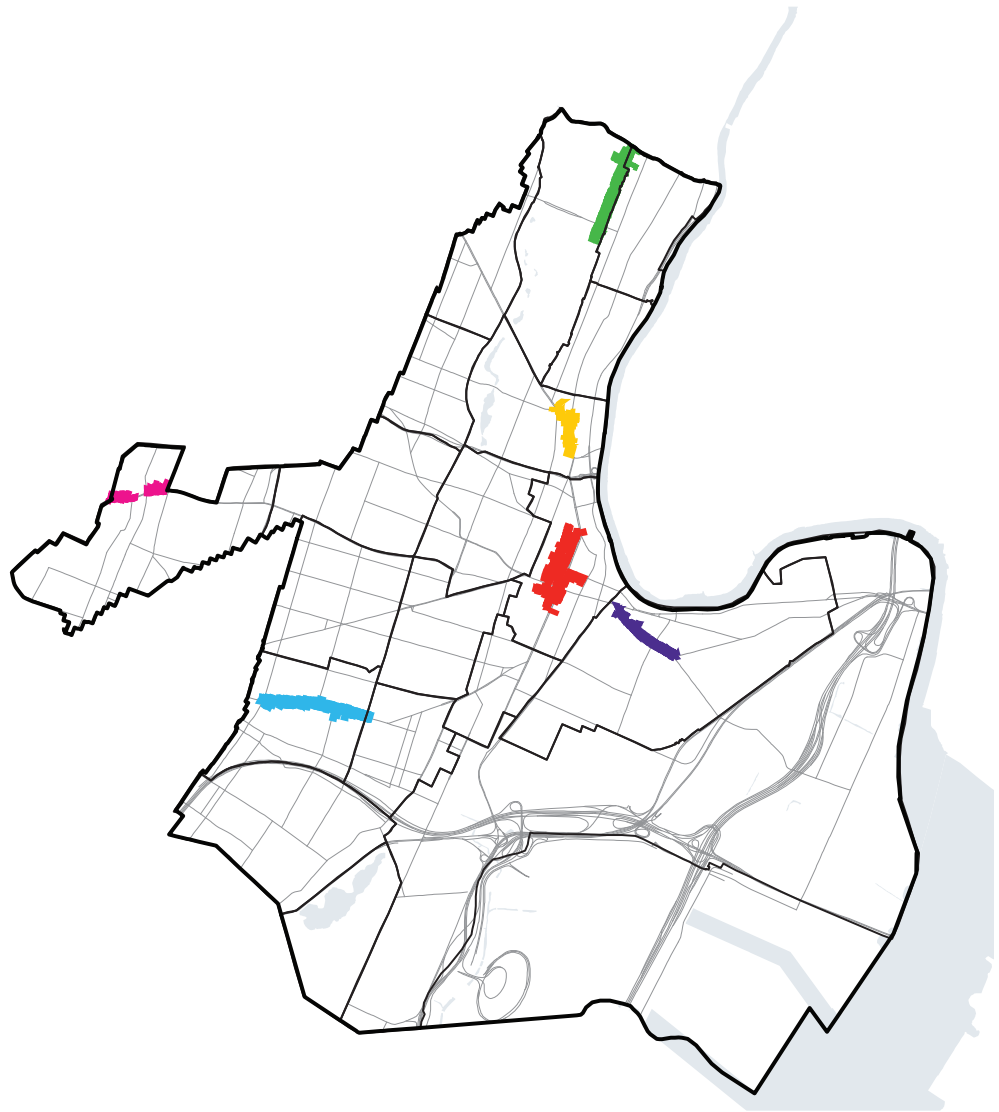
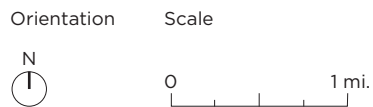
**FIG 3.4:** Newark Streetscape and Façade Improvement Program

Phase 1 Target Areas

Newark, NJ, 2012

- South Orange Avenue
- Clinton Avenue
- Ferry Street
- Lower Broadway
- Downtown
- Mount Prospect Avenue

Source: City of Newark



■ South Orange Avenue



■ Ferry Street



■ Downtown



■ Clinton Avenue



■ Lower Broadway



■ Mount Prospect Avenue



- Some corridors have a mix of uses, including ground-floor uses that are incompatible with a downtown commercial district and that interrupt the street wall;
- The dispersed nature of some of the corridors detracts from their potential as compact, walkable amenities;
- Parking, the lifeblood of many retailers, can be challenging, particularly where on-street parking is not permitted or is limited due to curb cuts; and
- Funding is not available within the business community to support the capital investment that is needed to improve the public realm and other elements of many of the commercial corridors.

### Strategy 3.1

## Support pedestrian and neighborhood shopping districts that are viable, and rezone marginal retail areas that are no longer competitive to appropriate or predominant land uses

As detailed in the Land Use Element of this Master Plan, the City intends to significantly reduce the amount of land that is zoned for commercial use. The purpose of this reduction is to focus commercial development and investment in a smaller number of areas that have a higher likelihood of success.

### Strategy 3.2

## In viable market areas, support active, mixed-use commercial corridors to provide key neighborhood services and support neighborhood revitalization efforts

Mixed-use commercial corridors throughout the city have the potential to provide important community amenities and to establish the brand and identity of neighborhoods. Some corridors can also attract consumers from surrounding municipalities, which can enhance the performance of a range of small businesses offering products and services that are not widely available. Priority City actions include the following.

### 3.2.1 Create a commercial district plan for each neighborhood corridor

Plans, which are to be developed in partnership with community members and local businesses, should identify: key node(s),

desired character, potential markets and branding opportunities, recommended public improvements (e.g., transportation, parking, open space and public realm, lighting, and streetscape), and implementation responsibilities and strategies.

### 3.2.2 Introduce design guidelines for new development and renovations that are consistent with a vision for the future of each corridor

*For more information on this strategy, see the Land Use and Urban Design Elements.*

### 3.2.3 In the highest priority corridors, improve local infrastructure, including streetscapes, façades, and public spaces

High-priority corridors include those identified above: Clinton Avenue, Ferry Street, Lower Broadway and Broad Street, Mount Prospect Avenue, and South Orange Avenue. The City will also identify priority corridors for “phase two” revitalization activities as well as areas that could potentially benefit from business improvement districts (BIDs), which may include the area around Bergen Street and Clinton and Lyons Avenues, Bloomfield Avenue, Springfield Avenue, and the remainder of South Orange Avenue.

### 3.2.4 Develop local capacity through merchant organizing, technical assistance, community development corporation support, and BID development, where appropriate

Particularly in priority corridors, capacity should be created to support the following responsibilities:

- Corridor branding;
- Marketing/consumer attraction;
- Business attraction/retention and retail recruitment; and
- Ongoing existing business outreach and engagement.

### 3.2.5 Introduce mechanisms to enhance parking availability for retail and residential users

Potential strategies include:

- Improving turnover rates for on-street spaces through pricing and time limit strategies;
- Allowing overnight parking in on-street spaces for residents living above corridor retail spaces;
- Introducing resident parking permits on side streets to maintain parking availability for residents; and
- Pursuing partnerships with religious institutions, community facilities, and owners of currently vacant lots to provide interim parking uses, where feasible.



### 3.2.6 Coordinate commercial corridor investments with other ongoing neighborhood revitalization efforts

These include Neighborhood Stabilization Program (NSP) investments, efforts to redevelop vacant and abandoned residential and commercial properties, and neighborhood-based planning efforts.

#### Strategy 3.3

### Increase density and diversify business types by attracting new retail and mixed-use development in infill areas

The City will identify opportunities for additional retail and other ground-floor commercial uses within specific corridors during the corridor planning process, as well as seek to both attract users from and cultivate those uses among Newark's entrepreneurial community. Where infill development opportunities exist, developers should be incentivized to build mixed-use buildings with residential units above, potentially through the offering of tax incentives and commercial tenant marketing assistance. New zoning designations proposed in the Land Use Element reflect the City's desire for a mix of uses and higher densities along these corridors.

#### Strategy 3.4

### Support the co-location of neighborhood health care facilities and services

Neighborhood commercial corridor plans should incorporate small professional office spaces to accommodate local health care services, such as dentist and physician offices, dialysis centers, laboratories, and other satellite services. These uses can contribute to the economic health of commercial corridors, while providing critical services to meet the needs of current and future residents.

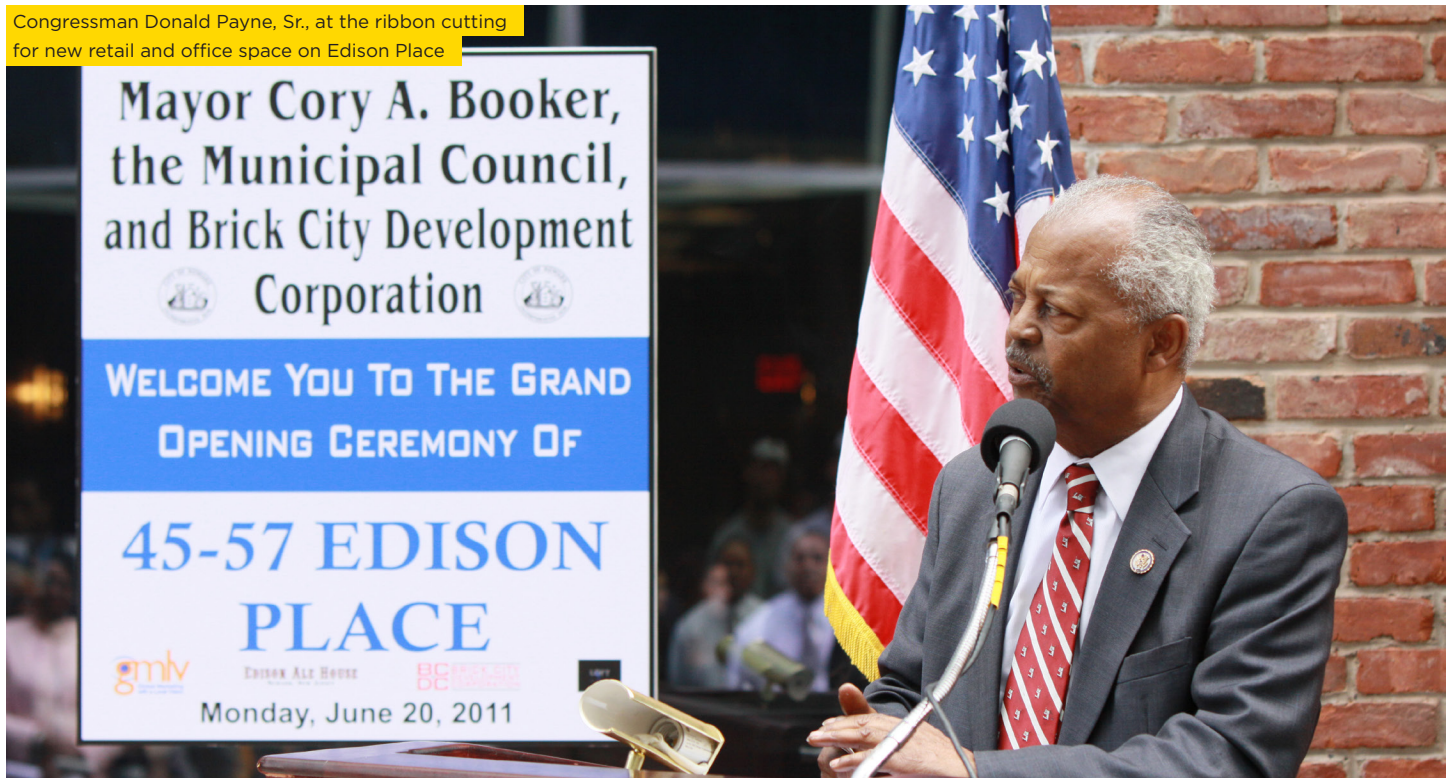
#### Strategy 3.5

### Develop grocery stores, supermarkets, and other food options in connection with Newark's Fresh Foods Program

Healthy food access is a major City priority. In order to make healthy, fresh foods more widely available to Newark residents, the City is actively pursuing opportunities to expand retail and market offerings along commercial corridors. Current efforts include BCDC's Small Grocer Initiative, which offers technical assistance and grants to help small grocery store owners expand and build capacity to carry fresh fruits and vegetables. The City is also facilitating the development of new full-size grocery stores in underserved locations. In February 2012, the City supported



Congressman Donald Payne, Sr., at the ribbon cutting for new retail and office space on Edison Place



efforts to open the first new supermarket in the Central Ward in 22 years. BCDC provided a loan for a portion of the project cost, and Newark's One-Stop Career Center provided funding for new employee training for Newark residents.

Additional efforts to expand resident access to healthy foods include the following, which are described in more detail in the Newark Sustainability Action Plan. Over the next five years, and onward to 2025, the City will:

- Convene a food system council;
- Establish weekly farmers' markets in every Ward;
- Continue to stimulate urban agriculture initiatives (see the Parks and Natural Resources Element for more detail);
- Develop a Newark farm-to-school program; and
- Increase Made in Newark food sales at bodegas and food outlets.

*For more information on the above strategies, see the Newark Sustainability Action Plan.*

### Strategy 3.6

**Support a limited amount of large-format retail development on land currently zoned for light industrial uses, and which offers excellent highway access, visibility, and opportunity for transit**

A number of locations within Newark's commercial and industrial districts contain large, attractive sites that offer convenient access by car and/or transit and can support the parking and infrastructure necessary for large-format retail. These include portions of Frelinghuysen Avenue, lower Broad Street off I-78, and along the Passaic River just north of I-280.

The proposed Light Industrial Zone, as described in the Land Use Element, is intended to allow for the conversion of existing buildings to or the new construction of large-scale commercial and/or recreational facilities. In certain areas, such as along the east side of Frelinghuysen Avenue (north of Peddie Street), large-format freestanding commercial uses would be permitted but subject to conditional design standards (e.g., minimum lot sizes, frontage requirements, and the provision of adequate on-site parking).



## Appendix A

# Newark's Downtown Retail Development Strategy

### Overview

As Newark seeks to grow and establish its downtown as a 24/7 destination for living, working, shopping, and playing, retail expansion is poised to be one of the city's most effective strategies. Though not without challenges, Newark's downtown can achieve retail growth through capturing the substantial spending potential that workers, students, visitors, and residents bring to the city every day. By building on existing retail clusters and taking advantage of undeveloped land in the downtown core, Newark can create an engaging retail atmosphere that, when coupled with key adjacencies to businesses, educational institutions, and cultural attractions, will lay the framework for a compelling and vibrant downtown.

One of Newark's greatest advantages in growing its retail and dining offerings is its access to local and regional consumer markets. Regionally, Newark has immediate access to some 21 million consumers. Newark residents have approximately 6.5 times the income density per square mile than the larger region, and over the past decade, the local population has grown for the first time in more than 50 years. In University Heights, Newark's higher education institutions bring an additional 37,000 students to the city, who also have significant retail spending potential. Looking forward, there are 800 new residential units either permitted

or under construction in the downtown, as well as a number of other exciting projects underway, such as Teachers Village, a \$150 million mixed-use, education-oriented development. The city's universities and the Newark Housing Authority (NHA) have plans for an additional 2,000 housing units. Most notably, Rutgers plans to convert its former law school and the adjacent site into housing units for 750 students, and NJIT recently started construction on a \$66 million development with housing for 600 students.

The downtown area is well positioned to capture future retail expansion. Two corridors in particular are ripe for complementary retail revitalization: (1) the Halsey Street corridor, which straddles the edge of the downtown and University Heights, and (2) the Mulberry Street corridor, which connects the Prudential Center and NJPAC. These two corridors, while both having the potential to develop into thriving retail environments, are distinct from each other in terms of existing conditions, target markets, and opportunities for growth.

### The Halsey Corridor

- Located between University Heights and the downtown
- Some existing retail, though it lacks diversity in terms of quality, price point, and merchandise
- Good physical scale for a local retail corridor
- Well positioned to capitalize on student retail spending, as well as some worker spending
- Will benefit from nearby development projects, such as Teachers Village and the student housing projects planned by Rutgers and NJIT

Mulberry Street



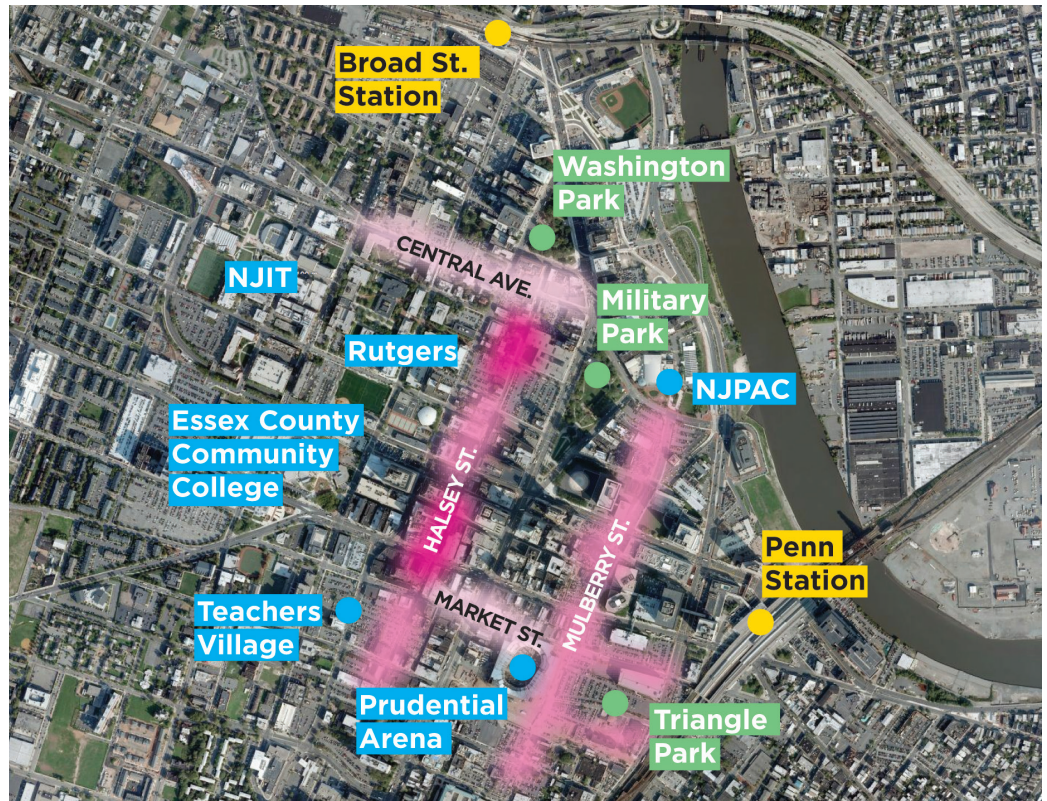
Halsey Street





**FIG 3.5:** Downtown Retail Strategy  
Newark, NJ, 2012

- Existing Retail
- Near-Term Retail Opportunities
- Long-Term Retail Opportunities
- City Anchor
- Train Station



- Has the potential to grow into a university main street-style corridor with strong local dining options and neighborhood shops and services

#### The Mulberry Corridor

- Forms a link between entertainment destinations, including the Prudential Center and NJPAC, in the downtown
- Virtually no existing retail
- Ample developable land
- Well positioned to capture worker spending, visitor spending, and some residential spending
- Close to Newark Penn Station and the Gateway office/hotel complex
- Championship Plaza and Newark Triangle Park are a valuable means to physically organize retail
- Has the potential to grow into a downtown retail cluster, with destination drinking and dining, entertainment retail, limited service food options, general merchandise, grocery, and convenience retail

NJPAC and the Prudential Center attract approximately 1.5 million visitors from New Jersey, New York, and Connecticut each year. The universities are also a major hub of activity,

representing not only a valuable consumer market but also an important driver of street activity and neighborhood vibrancy. The area also benefits from strong local and regional transit access, with Newark Penn Station and Broad Street Station offering easy and direct access to the Newark suburbs, New York City, and the rest of the region.

These local assets, along with the depth of Newark's consumer markets, have already resulted in some successful retail development in the downtown area. For instance, retail has successfully flourished in places such as Ferry Street and parts of Halsey Street, (e.g., around the intersection of Halsey and Raymond). The goal of a retail strategy should be to complement the successful retail that exists downtown and in the Ironbound, pursuing different strategies rather than repeating what exists in those areas. In addition, downtown Newark has begun to attract some high-quality retail tenants that in the past may not have considered it a viable market, such as Dinosaur Barbeque, which is opening in 2012 at the corner of Market and Mulberry Streets.

At the same time, there are a number of challenges that the City must contend with to support vibrant retail growth in its downtown. High crime and the perception of high crime

must be addressed swiftly and directly. There is also a lack of high quality retail space in the downtown area that would be suitable for national brands and upscale retailers. And while there is considerable retail spending potential in Newark, it is largely driven by workers and students. The residential population in the downtown is small, and the citywide residential population does not have significant disposable income, with only 8% of residents earning over 120% of area median income.

### Target Markets

For Halsey and Mulberry Streets, the City has the opportunity to create a retail strategy that caters to the local markets and eventually leads to a rich retail environment that captures spending from a diverse group of users.

#### Halsey Street

The target market for the Halsey Street corridor is primarily students. Workers are also a target market, especially the faculty and staff of the local universities, as well as office workers and downtown residents in the Broad Street corridor.

*Target Retail Categories:* Limited-service dining places, local restaurants, drinking places, and neighborhood shops and services can thrive in this area.

*Opportunities and Constraints:* Halsey Street benefits from its proximity to students and university faculty and staff in the University Heights neighborhood, as well as a physical layout and scale that is well suited to a retail corridor. While there is already comparatively dense retail along Halsey Street, the quality of this retail is generally substandard. While it is generally more challenging to transform existing retail character when a set of tenants are already embedded in the area, opportunities exist to create infill retail opportunities that best serve the university market.

#### Mulberry Street

The target market for the Mulberry Street corridor is primarily workers in the downtown, as well as downtown visitors, particularly to the Prudential Center and NJPAC. To some extent, this area can also capture spending from residents.

*Target Retail Categories:* Limited-service dining places, destination restaurants, entertainment retail, general merchandise, grocery, and personal care should be targeted for this area.

*Opportunities and Constraints:* This corridor benefits from a number of valuable adjacencies, including cultural anchors such as NJPAC and the Prudential Center, Newark Penn Station, Championship Plaza, and the planned development of Triangle Park. On the other hand, there is very little existing retail space, and to create any density of retail, new commercial and mixed-use development will be necessary. Further, the Gateway Center, which occupies a very large footprint in the core of Newark's downtown, is not well suited to be adapted for ground-floor retail uses. For retail to thrive in this area, it is critical that other interventions be implemented in conjunction with any retail improvement strategy. This may include introducing interim and temporary uses, such as food trucks, temporary markets, or food festivals, to increase street-level activity.

### Proposed Strategy

#### Halsey Street Corridor

The retail expansion strategy for the Halsey Street corridor should build on the strength of existing retail, while orienting new retail to attract more student spending activity. Retailers that should be targeted for the area include:

- Neighborhood bars and restaurants that appeal to students but are also neighborhood- and community-friendly;
- Limited-service dining places where workers, students, or visitors can get a fast yet high quality meal; and
- Neighborhood services that build on the existing character and type of retail in the area but can capture spending from students by offering the day-to-day merchandise that they need.

Retail on Halsey Street must be continuous and concentrated. Particular small stretches, such as Market Street to Branford Street, should be targeted for dense retail nodes. As the strength of retail on Halsey Street improves, new opportunities will arise to transition from a linear retail corridor to a more nodular retail area that expands laterally. The primary opportunity for lateral expansion is Market Street. Market Street is easily accessible and well-trafficked and should, in a high-quality retail environment, be able to attract high-value retail and dining options. As retail expands onto Market Street, it can create a pedestrian-friendly and vibrant linkage between the Halsey and Mulberry retail corridors.

In addition to Market Street, Central Avenue is also a valuable opportunity for lateral retail expansion once Halsey Street is

established as a successful retail corridor. Running through the heart of University Heights, Central Avenue has the potential to emerge as an intimate and pedestrian-oriented “campus main street” with high quality retail that appeals to the higher education communities situated nearby. There are significant opportunities for redevelopment along this corridor, and any new development should make ground-floor retail space a priority for private developers, as well as for projects pursued by the local institutions. There may be valuable opportunities in the future to create new synergies between the institutions’ uses and plans, and they should be engaged to explore these possibilities in more depth.

### Mulberry Street Corridor

The Mulberry Street corridor should grow into a vibrant retail environment that builds on the energy created by NJPAC, the Prudential Center, and Newark’s office core. Retailers should appeal to downtown workers and visitors in the city for an event. Retailers that should be targeted for the area include:

- Diverse, unique, and high quality limited-service dining options that can appeal to office workers in downtown, whether they work in local retail or are high-earning workers in professional and business services;
- Destination restaurants, bars, and entertainment retail appealing to the after-work drinks crowd and visitors in Newark for a special night out;
- General merchandise, personal care, and grocery stores that can serve workers on their way to or from work and capture spending from nearby students and residents.

While the core of the Mulberry Street retail corridor should surround Prudential Center, Championship Plaza, and Triangle Park, there are opportunities for northward retail growth toward NJPAC, as well. This is the area along Mulberry that should be prioritized for retail tenancing recruitment and streetscape improvements. However, the challenge of ground-up development in this area is an obstacle to retail expansion in the short term. Nonetheless, the City can build a foundation for retail growth northward by using a range of programming and interim use interventions. These might include street fairs, farmers markets, food trucks, or pop-up restaurants. Interim uses generate street-level vibrancy and demonstrate the economic viability of an untested location to business owners and site selection professionals.

## Priority Actions

### Strategy 1

Partner with the Newark Downtown District and major stakeholders within the Halsey and Mulberry Street corridors to create a comprehensive strategy for improvements, maintenance, programming, and marketing

Within the Halsey Street corridor, key stakeholders include Rutgers Newark, NJIT, UMDNJ, and Essex Community College; within the Mulberry Street corridor, key stakeholders include the Prudential Center, NJPAC, and large property owners – including Edison Properties, the Hanini Group, and Advance Realty, which owns the Gateway Center. The City will also consider the viability of a University Heights improvement district or initiative, which could address the specific needs of the institutions in the neighborhood. Initiatives will focus on the following areas:

#### *Retail Attraction and Tenant Recruitment*

**1.1. Proactively target retailers that are active in comparable downtown markets and sub-markets, and demonstrate Newark’s market similarities and reasoning that a similar strategy would be successful in Newark**

For the Halsey Street corridor, the City will identify retail strengths in similar urban college towns, such as Providence, Rhode Island. For the Mulberry Street corridor, the City will identify retailers in proximity to transit-accessible entertainment venues in central business districts, such as at Gallery Place in Washington, DC, and the riverfront in Columbus, Ohio.

**1.2 Maintain a database of available retail spaces throughout downtown on the Newark Downtown District website**

#### *Marketing and Programming*

**1.3 Enhance activity on the street with ongoing programming, such as sidewalk cafes, markets or market stalls, and live performances**

**1.4 Pursue initiatives to increase the comfort level of students, faculty, staff, workers, and residents by hosting regular events with strong activity and turnout on both corridors**

The “Heading to Halsey Street” series that hosted three evenings of art, music, and movies on Halsey Street in 2011 is an example of a branding opportunity that may be successful



in building comfort and brand over time. On the Mulberry Street corridor, these events can be coordinated with events at the Prudential Center and NJPAC.

#### 1.5 Continue to provide and enhance cleanliness and security services for the Newark Downtown District

The NDD and other resources will continue to be utilized to increase public safety patrols and other public safety measures, particular along key pedestrian and retail corridors.

#### Strategy 2

Collaborate with the city's higher education institutions to identify synergies in planning, development, and other local initiatives

#### Strategy 3

Continue to fund and implement initiatives to improve and standardize streetscaping to brand each of the retail corridors

#### Strategy 4

Introduce mechanisms to enhance parking availability for retail users

Potential actions include: (1) utilizing pricing and time limit strategies to improve turnover rates for on-street spaces and (2) introducing student parking permits to reduce automobile use and increase transit ridership and pedestrian activity.

*As the City begins to implement these actions, it is important that they are not undertaken to the detriment of other nascent retail clusters in Newark. Ferry Street, for example, has successfully grown into a local retail and cultural corridor at the heart of the Ironbound. Efforts to grow the retail offerings in the Mulberry and Halsey corridors should take care to not jeopardize the stability and growth of Ferry Street by cannibalizing consumer and retail tenant demand. Retail recruitment efforts should endeavor to create several retail destinations throughout Newark that are complementary to one another.*

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NEWARK MASTER PLAN



# 04 HOUSING

## Goals

**Ensure that Newark has a high quality, diverse housing stock, in safe and healthy neighborhoods, that provides a mix of opportunities that meet the needs of current residents and the demand for an influx of new residents, as projected by demographic data and trends**

**Ensure a safe, well-designed, and well-managed housing stock that supports efforts for neighborhood revitalization and is affordable for diverse households**

## Objectives

### 01 New Development

Create mixed-income housing through new construction and the redevelopment of vacant and abandoned property that is compactly integrated with a full mix of other uses throughout the city; take advantage of areas near transportation nodes and places with market demand

### 02 Preservation

Preserve existing affordable housing with regulatory agreements and/or affordability deed restrictions

### 03 Rehabilitation

Rehabilitate existing, occupied substandard housing, especially for low-income families and seniors

### 04 Special Needs

Expand high quality housing options for special needs and at-risk populations

### 05 Code Enforcement

Foster improved property conditions in neighborhoods with vigorous inspection and enforcement to remedy code violations, prevent illegal conversions, and demolish unsafe buildings when needed

### 06 Design Standards & Governmental Approvals/Permits

Continue to improve and update the application review, permitting, and inspections process to make it more accessible and responsive

Quality housing is critically important to the health of Newark residents, its neighborhoods, and the economic vitality of the city. Like any city, Newark houses residents with a range of income levels. A quarter of all households are middle and upper income, earning above \$60,000 per year. On the other end of the spectrum: in 2010, the city accounted for 35% of the county's total population but 64% of its residents living below the poverty line.

Because of changing consumer preferences, concerns about high energy prices, and the costs of suburban sprawl, the region's housing growth is already shifting to urban centers like Newark – cities that are becoming increasingly attractive and have the capacity to handle this growth. In the regional context, housing in Newark is still inexpensive. Providing housing of choice to more of the region's middle- and upper-income households will support Newark's growing economy, strengthen the city's fiscal health, and help Newarkers of all types, ages, and income levels find quality homes.

At the same time, stabilizing neighborhoods that already provide quality, affordable housing choices to residents is a priority. With a surplus of vacant and abandoned housing stock spread throughout the city, rehabilitation and redevelopment efforts will play a central role in fostering improved market conditions, neighborhood health, and safety.

In seeking to achieve these and other goals, the City will continue to work with the many dedicated community development corporations (CDCs) that have operated in Newark over the past 30 to 40 years to stabilize, maintain, and develop housing and social services. Their continuing efforts should be supported in terms of capacity building and resource development.

**For the first time  
in more than  
half a century,  
Newark is now a  
growing city**



## 01. New Development

**Create mixed-income housing through new construction and the redevelopment of vacant and abandoned property that is compactly integrated with a full mix of other uses throughout the city; take advantage of areas near transportation nodes and places with market demand**

If Newark is to meet its growth potential between now and 2025, it will need to create new, quality housing for a range of incomes and household types. Much of this demand can be accommodated by the rehabilitation and/or preservation of properties in areas that already provide unique and attractive housing choices to Newarkers.<sup>1</sup> However, in areas targeted for growth and development, Newark has the capacity to add more than 20,000 new housing units without significantly increasing densities or changing the character of existing residential neighborhoods.

Newark can create residential neighborhoods where none existed before by leveraging the downtown's regional assets – including its educational, medical, and cultural institutions; its access to regional transportation, retail, and services; and employment opportunities – as well as the underutilized Passaic riverfront.

In other areas, there are opportunities to leverage transit assets to increase densities and create walkable, mixed-use environments, including around City Subway stations and along major commercial corridors. This new housing will be attractive to people who desire

to live near the downtown, riverfront, universities, and medical institutions. Higher density housing types in these neighborhoods can help to create a mix of affordable and market-rate rental and for-sale housing for existing and new residents.

Several of Newark's neighborhoods have high concentrations of vacant and abandoned properties. In these areas, infill redevelopment and rehabilitation can help stabilize neighborhoods, while providing middle class and working families – such as teachers, police officers, and those working in Newark's growth industries (e.g., technology and port workers) – with more housing options. These neighborhoods include Fairmount, Lower Broadway, Upper Clinton Hill, Vailsburg, West Side, and parts of Lower Clinton Hill.

### Strategy 1.1

#### Facilitate the reuse of vacant, abandoned, and foreclosed properties

Newark continues to face challenges associated with ongoing fall-out from the subprime mortgage collapse in 2007, which has been intensified by continued unemployment. Newark today contains more than 1,000 bank-owned properties and over 3,350 properties in some stage of the foreclosure process.<sup>2</sup> A survey conducted in 2010 identified 1,200 boarded up residential buildings throughout





**FIG 4.1:** Vacant and Abandoned Properties  
Newark, NJ, 2011

- Abandoned Property
- Vacant Lots



Source: City of Newark

Orientation      Scale

N

0      1 mi.

the city. In some areas, there are streets where more than half of the homes are abandoned. These sites become magnets for crime, create health and fire hazards, and subject municipal government and taxpayers to unnecessary costs.

### **1.1.1 Continue to support neighborhood efforts to acquire and rehabilitate vacant and abandoned properties in a strategic and targeted manner**

In the face of growing property abandonment and disinvestment, the City has been a statewide leader in using new tools created under the New Jersey Abandoned Properties Rehabilitation Act (APRA) to press property owners to clean up and reinvest in boarded buildings. Under APRA, municipalities may take special steps to sell and foreclose on tax liens or condemn (i.e., “spot blight”) any property that has been vacant and abandoned for six months or more. In 2007, the Newark Municipal Council passed an Abandoned Property Ordinance to adopt these powers and establish an Abandoned Property List; to date, over 600 properties have been placed on the APRA list.

The Abandoned Property List is also a tool to encourage property owners to “use it or lose it.” One third of all properties that have remained on the list following appeal have either been rehabilitated, are in the process of being rehabilitated, or have plans for rehabilitation. In 2011, the Municipal Council authorized the condemnation of 250 properties under APRA (at a cost not to exceed \$2 million) for abandoned properties with unresponsive owners.

In addition to APRA, the City’s Vacant Property Registration Ordinance is another means to encourage the redevelopment of vacant residential buildings. The local law, which became effective in August 2011, requires owners of vacant residential structures to register their property with the City and to pay escalating annual registration fees (not to exceed \$5,000 per year) for as long as the building remains vacant or unimproved.<sup>3</sup> In addition to registering, owners are required to ensure that the building is inaccessible and to post owner information on site. Owners that fail to register are subject to substantial fines.

The City has also partnered with community development partners and affordable housing developers looking to address problems associated with vacancy and abandonment. Since 2008, the City has secured approximately \$25 million in Neighborhood Stabilization Program (NSP) funds to acquire, rehabilitate, and resell or rent abandoned and foreclosed homes as affordable housing. Neighborhoods are targeted based on need (e.g., foreclosure and abandonment rates), as well as the presence of active community-based organizations that can assist the City

with program implementation. To date, these NSP partnerships have resulted in the rehabilitation or redevelopment of 250 units in 88 properties throughout the city.

### **1.1.2 Continue to develop new housing on City-owned land, where appropriate**

Public land represents another opportunity for the City to foster new development. As of November 2011, the City owned more than 300 undesignated vacant lots and approximately 60 undesignated residential, commercial, and industrial properties – many of which were acquired through in rem tax foreclosures.<sup>4</sup> The City supports the development of affordable, special needs, and market-rate housing through the regular disposition of these properties.

The City’s Property Disposition Policy outlines a process for the disposition of this land in a manner that is transparent and ensures maximum community benefits, especially when a property is sold at a discount. Mandatory minimum requirements for the inclusion of deed-restricted housing affordable to low- and moderate-income households are also stipulated (ranging from 20% to 100% of all units), and 10% of all land sale proceeds must be deposited into the City of Newark Affordable Housing Trust Fund. In the absence of compelling community benefits, properties are sold at fair-market value.

One recent example of successful infill development on City-owned land is being led by La Casa de Don Pedro in the Central Ward. La Casa is currently in the process of constructing five new two-family homes and substantially rehabilitating an existing single-family home on Victoria Avenue and MLK Boulevard, respectively. The 11 new affordable for-sale units are being built on five City-owned lots conveyed to the developer. The City also provided \$395,000 in HOME and \$280,000 in NSP funds.

The current inventory of City-owned property is shown on Figure 4.2. Parcels are color-coded by desired future use and intensity, based on designations in the Future Land Use Plan (see the Land Use Element).

### **1.1.3 Explore the creation of a community land bank to hold and return properties back into productive use**

In Newark, the process of acquiring, managing, and redeveloping abandoned properties falls squarely on the shoulder of the municipal government, which has limited resources at its disposal. Delays in reusing these properties can lead to a ripple effect of blight and abandonment, ultimately increasing the toll on communities.

**FIG 4.2:** Desired Future Land Use of  
City-Owned Vacant or Abandoned  
Property

Based on designations in the Future  
Land Use Map  
Newark, NJ, 2011

- Detached Single-Family Residential (R-1F)
- Single- and Two-Family Residential (R-2F)
- One- to Three-Family and Townhouse Residential (R-2F)
- Low-Rise Multifamily Residential (R-LM)
- Mid-Rise Multifamily Residential (R-MM)
- High-Rise Multifamily Residential (R-HM)
- Neighborhood Commercial (C-N)
- Community Commercial (C-C)
- Regional Commercial (C-R)
- Light Industrial (I-L)
- Medium Industrial (I-M)
- Heavy Industrial (I-H)
- Mixed Use, Residential/Commercial (MX-1)
- Mixed Use, Residential/Commercial/Industrial (MX-2)
- Institutional (INST)
- Parks and Open Space (PARK)
- Cemetery (CEM)
- Airport (EWR)
- Airport Support (EWR-S)
- Port (PORT)
- Living Downtown (D-L)
- Broad Street Station District (D-B)
- Downtown Entertainment/Gateway (D-E)
- Redevelopment Plan Area (RDV)



Source: City of Newark

Orientation

Scale

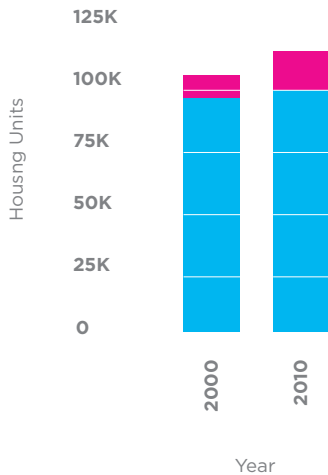


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**FIG 4.3: Total Housing Units**  
Newark, NJ, 2000-2010

Occupied  
Vacant



**FIG 4.4: Housing Occupancy**  
Newark, NJ, 2000-2010

Housing Units	2000	2010
Occupied	91,382	94,542
Vacant	8,759	14,978
Vacancy Rate	9.0%	14.0%
<b>Total</b>	<b>100,141</b>	<b>109,520</b>

**FIG 4.5: Household Characteristics**  
Newark, NJ, 2000-2010

	2000	2010	Change
Total Pop.	273,546	277,140	1%
Households	91,382	94,542	4%
Average Household Size	2.9	2.8	-3.2%

Source: US Census, 2010

A dedicated public authority, called a land bank, could address this problem by facilitating the acquisition of properties, holding and managing them as needed, and redeveloping or disposing of them in coordination with City planners and in accordance with local priorities and needs.

In other cities, public, non-profit entities are typically designated as land banks that receive conveyances of municipally owned property. Some banks are also empowered to acquire properties on their own through gift or purchase, the acquisition of tax liens, or the pursuit of lien foreclosures and spot blight takings.

City officials typically sit on the board of a land bank, and a formal agreement adopted by the municipality and the land bank sets ground rules, including the terms and conditions by which the entity could acquire and dispose of property, a mechanism for sharing costs and revenues, and the level of municipal oversight.

In Newark, further study is needed to determine the feasibility of creating a land bank. Among other things, the City will need to identify appropriate management structures and oversight, funding sources, and profit sharing schemes.

If the City does decide to create a land bank, it will need to seek various legislative actions at the state level to enable it, as a local government, to establish land banks that have the acquisition and disposition powers needed to effectively and strategically

reuse abandoned properties.<sup>5</sup> The local property tax law will also need to be amended to allow municipalities to waive property taxes on vacant properties held by non-profit entities for future redevelopment.

#### 1.1.4 Promote housing rehabilitation and reuse over demolition where possible

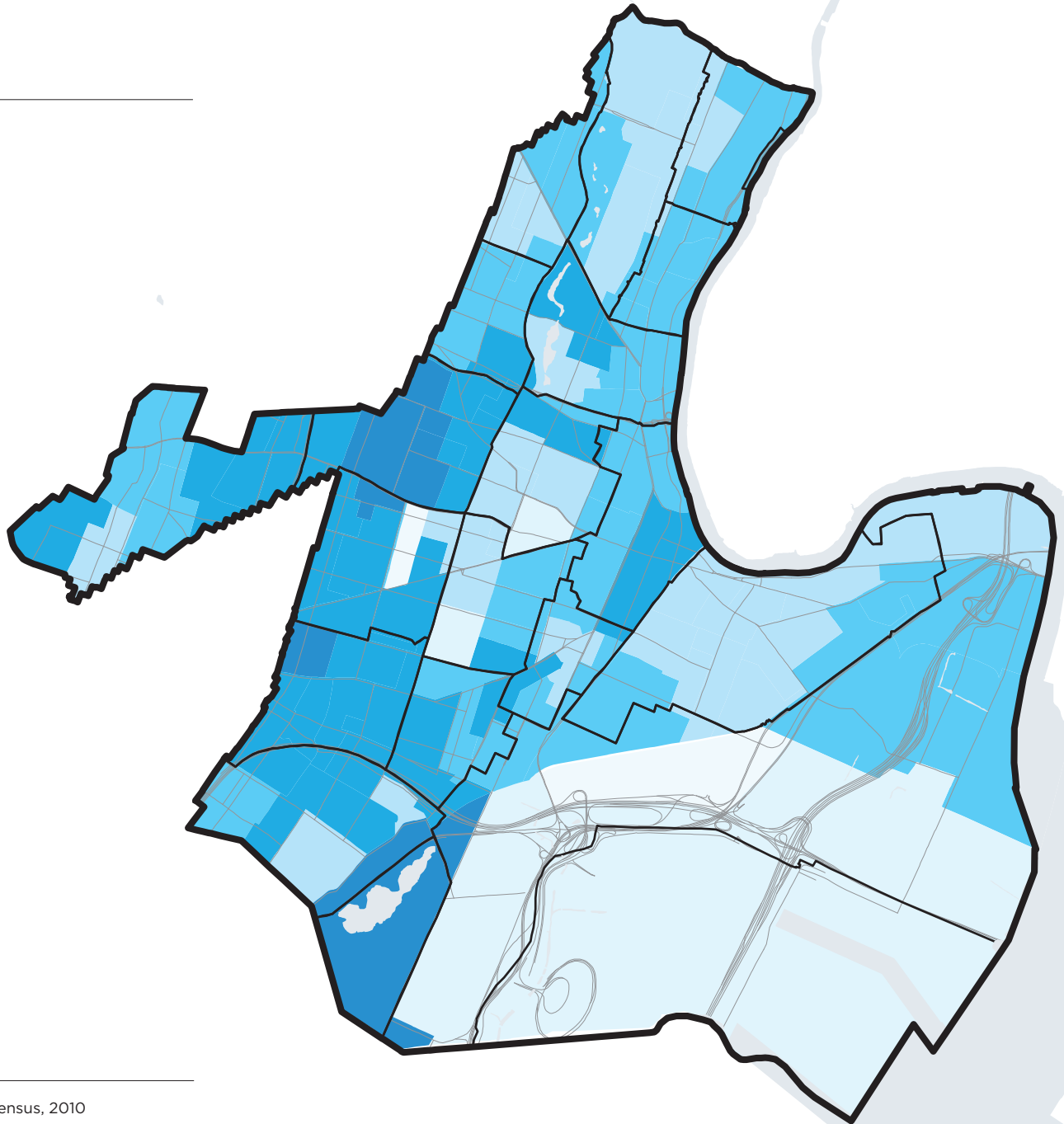
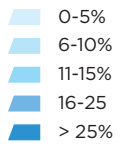
Cities with large quantities of vacant and abandoned homes often find themselves confronted with a key question: demolish the home and create a vacant lot or rehabilitate it for immediate sale or rent?

Rehabilitation is typically justified when the cost to acquire and renovate the property is less than what it would sell for at market. In other cases, even if the resale price is less than the cost, and some subsidy is needed, rehabilitation may be a more cost-effective way to meet the demand for affordable housing that is not being met by the private market. Rehabilitation is often a greener alternative, as well, since it reuses existing materials, avoids adding to landfills, and does not lose the embodied energy of the existing structure.

However, rehabilitation may not be justified if the cost far exceeds that of providing affordable housing through other means. Demolition may be necessary if the continued presence of an abandoned building poses a legitimate threat to life and safety.

**FIG 4.6:** Vacancy Rate

Percent of units vacant by census tract  
Newark, NJ, 2010



Source: US Census, 2010

Orientation      Scale



0      1 mi.

But if a building has historic value, or if its demolition would destabilize the block, boarding it up and waiting until the market improves might be the best strategy.

In making these decisions, local officials and community members will need to weigh a variety of planning and community impact considerations. Tabulated below is a set of criteria that may be helpful in making future decisions about individual properties.

Strategy 1.2

## Expand the supply of quality, affordable housing through rezonings

Newark’s Zoning Ordinance helps guide development and growth by indicating what land uses and building types are allowed in different parts of the city. However, the Ordinance in its current form was adopted in the 1950s, and much of it is out of touch with today’s development patterns. In recent years, the City has made progress in amending different aspects of the Ordinance to promote things like design quality, walkability, and compatibility between uses. The City has also adopted several major redevelopment plans that apply to specific areas of the city; these plans have their own development regulations that supersede the underlying Zoning Ordinance. The following are key recommended zoning

and urban design strategies to improve the quality of new housing in Newark. For more information on these strategies, including detailed regulations, maps, and diagrams, please refer to the Land Use and Urban Design Elements.

### 1.2.1 Zone for appropriate densities related to transit, open space, and institutions

The Land Use Element recommends increasing the amount of residential development in many appropriate locations, and it builds upon other recent City efforts. For example, the Living Downtown and Broad Street Station District redevelopment plans, as well as the Riverfront Public Access and Redevelopment Plan, support the provision of new housing in the downtown and vicinity, including adjacent to higher education and major medical institutions. Other locations outside of the downtown are also designated for higher density housing. These include areas proximate to Newark Light Rail stations, along major roads, and /or in places where some high-rise housing already exists. The Land Use Element also promotes the inclusion of upper floor residential uses in mixed-use buildings in the higher intensity commercial designations.

One particular location that is primed for new high-density residential development is the Orange Street Light Rail Station, which not only has excellent transit access but also is adjacent

**FIG 4.7:** Property Decision Matrix

Criteria for evaluating whether to demolish or preserve abandoned buildings

Source: Alan Mallach, “How to Spend \$3.92 Billion: Stabilizing Neighborhoods by Addressing Foreclosed and Abandoned Properties,” Federal Reserve Bank of Philadelphia, October 2008: p. 16

	Demolish	Preserve
Quality of building	The building is obsolete, by virtue of small size or physical character	The building is attractive, of high quality, or of architectural or historic value
Neighborhood fabric	The building is located in an area where the neighborhood fabric has largely been lost through incompatible land uses and demolitions	The building is located in an area where the neighborhood fabric is still strong, and its physical presence contributes to that fabric
Reuse potential of lot created through demolition	Demolition will contribute to the opportunity to carry out a comprehensive rebuilding or revitalization strategy of the area	The demolition of the building will result in a potentially unusable vacant lot, rather than an opportunity for redevelopment or revitalization
Nuisance level of property in present condition	The nuisance impact of the building and the harm that it is doing in its present condition, in the absence of immediate reuse potential, outweigh the benefits of saving it for possible future reuse	The reuse potential of the building, even if not immediate, outweighs the current harm that it does in its present condition, particularly if enhanced efforts are made to secure or stabilize the property



to an interchange on Interstate 280. Additionally, a number of locations proximate to Weequahic Park and Newark Liberty International Airport are recommended for high-density housing. Easy bus and car access is provided to these areas via Elizabeth and Frelinghuysen Avenues. Should the Newark AirTrain Station be opened to non-airport passengers at some point in the future, this could become an attractive location for new residential development. (See the Mobility Element for more information on the AirTrain Station.)

The Land Use Element also supports the retention of existing low-density character in many neighborhoods, including Forest Hill, Upper Clinton Hill, Vailsburg, and Weequahic. Significant sections of these neighborhoods are expected to remain zoned for single-family residential uses only, and other areas are recommended for one- and two-family housing. The diversity of housing types and intensities throughout the city allows for a diverse population with varying income levels and desires to remain in Newark, and makes it an attractive choice for a range of potential new residents.

### **1.2.2 Promote infill housing development that is compatible with the prevailing neighborhood context**

In recent years, the City has enacted zoning changes and adopted updated and new redevelopment plans that promote appropriate new residential development and prohibits inappropriate housing design. A comprehensive set of new zoning standards for one-, two- and three-family housing allows for reasonable infill development with improved site and building design. The Land Use Element recommends additional changes in zoning designations and regulations to protect and enhance neighborhood character. As noted, new higher-density housing is limited to certain appropriate locations, while interior areas of neighborhoods are designated for lower-density, low-rise housing.

### **1.2.3 Zone for residential uses with ground-floor retail along commercial corridors**

Newark has a number of vibrant commercial corridors, some of which have attracted mixed-use development. The Land Use Element recommends focusing commercial development and redevelopment in stronger corridors with locational advantages, while prohibiting non-residential uses in other, less successful corridors. The intention is to strengthen those locations best positioned to accommodate commercial and mixed-use development to serve surrounding areas. All of the commercial designations along main corridors allow upper floor residential and office uses, even as part of larger shopping center projects. This integration of uses also will help reduce vehicular traffic and

the need for parking, while promoting walkability and access to a range of services.

### **Strategy 1.3**

## **Redevelop properties downtown in support of a residential, mixed-income, mixed-use, regional urban center**

One of the most popular – and arguably most successful – downtown revitalization strategies of recent years has been residential development. Downtown Newark already boasts a number of assets that will help attract young adults, baby boomers, and people of all income levels who will increasingly see downtown living as an alternative to the suburbs: architecturally interesting buildings, waterfront property, renowned cultural assets, public transit, growing entertainment choices, specialized services like health care and higher education, and proximity to jobs. Physically, downtown has the capacity to accommodate thousands of new residential units.

Even with substantial commercial activity, unparalleled regional access, and prominent cultural and entertainment destinations, Newark's downtown offers relatively few housing options for people interested in urban centers. While nearby cities like Jersey City and Hoboken have created new urban housing markets, their success has also raised rental and for-sale prices to levels not far below those in New York City. Downtown Newark is therefore uniquely positioned to attract the growing regional demand for urban living at prices that are far more attractive than in neighboring areas.

Drawing more people to live in the downtown is necessary to transform it into an active 24-hour district filled with mixed-use commercial, residential, retail, cultural, and entertainment-oriented development. Increasingly, employers are choosing locations based on where their employees want to live, so downtown residential development and general revitalization efforts will also create opportunities for commercial expansion.

The Living Downtown Redevelopment Plan, which was adopted in 2008, supports this vision of a 24-hour district by simultaneously eliminating various regulatory barriers<sup>6</sup> to development and adding or improving regulations that support a mix of uses, walkability, active retail streets, appropriate building design, and historic character – qualities vital to making the downtown more attractive to people interested in walkable, vibrant places, and to businesses seeking a competitive location. The Plan recognizes the ability of the downtown to attract thousands of new residents, and it seeks to encourage the creation of a variety of new housing opportunities

for people of all income levels. The following strategies reinforce and build on this vision for a “living downtown.”

### **1.3.1 Attract more students, faculty, and recent graduates from Newark’s colleges and universities to live in the downtown**

Newark is one of the state’s key “college towns,” with over 50,000 students, faculty, and administrators at six colleges and universities. However, the majority of students and faculty commute to class or work. Very few actually live in Newark, and the university area, while directly adjacent to the downtown, is isolated, with few physical and programmatic linkages. In recent years, the nature of the local student body has shifted from a part-time, commuter-oriented population to one that is younger, full-time, and in need of local housing.

Recognizing the need for more student housing in the area, Rutgers completed in 2006 a major new dormitory complex at the corner of Central and University Avenues. The 13-story building, called University Square, today houses approximately 600 students and includes street-level retail space. To avoid the need to issue university bonds and carry the risk on the school’s balance sheet, Rutgers partnered with a team of developers to make this project feasible. Under the terms of the deal, Rutgers retained ownership of the underlying land, while the development company took on the risk of building the tower. The developer is guaranteed to receive rent from the building for the next 30 years to pay for the cost of construction, after which point the building ownership will revert to the university. Newark city officials worked closely with the development team to ensure all approvals were handled expeditiously. As the need for more dormitory-style housing grows – and given the limited resources of the universities, as public entities – University Square is a replicable model that may have applications elsewhere in and around the downtown.

The private rental market in the downtown can also be an attractive option to students, faculty, and recent graduates living in Newark. More and more of the downtown’s abandoned historic buildings are being adaptively reused with housing on the upper floors. Building restoration is often cheaper than new construction, which leads to more affordable rents for tenants, and the layout of these units – with their high ceilings and large windows – can be particularly attractive to those seeking live/work loft space.

New construction can help make physical connections between the universities and the downtown by literally filling in the empty spaces between them. Teacher’s Village is a \$150 million mixed-use development scheduled for completion in 2013. The project will include three charter schools, a retail corridor, and approximately

200 residential units, which will be priced at levels affordable to middle-income households. The target residential market includes local schoolteachers and university faculty. The overall design and scale of the project, which touches six downtown blocks, will go a long way in helping to stitch together the Downtown and University Heights by building on what is now mostly surface parking lots. The project received assistance from a range of sources, including NJ Urban Transit Hub Tax Credits, Federal New Market Tax Credits, Qualified School Construction Bonds, and Redevelopment Area Bonds. BCDC and the Casino Reinvestment Development Authority also provided loans.

### **1.3.2 Promote new housing along lands adjacent to McCarter Highway and the Passaic riverfront in the downtown**

Today, Newark is alienated from the water in almost every way. Along the downtown shore, as visions of large-scale private development have remained unrealized, public lands have gone unimproved, and in some cases, lands have been redeveloped without contributing real public benefit and access.

The recently released Newark’s River: A Public Access and Redevelopment Plan establishes a regulatory framework for mixed-use development along the downtown portion of the riverfront and McCarter Highway, which runs parallel to the water. The Plan is consistent with and furthers the goals of the Living Downtown Plan and this Master Plan.

NJPAC is in advanced stages of planning for a 40-story, mixed-use building at Park Place and Center Street – just west of McCarter Highway, and close to the new Panasonic building. The project is expected to include more than 300 units of housing and over 20,000 square feet of street-level retail. Due to its proximity to both Penn Station and the universities, it could become an attractive option for students, recent graduates, or faculty looking to live in Newark.

### **1.3.3 Encourage the conversion of vacant upper floors of downtown buildings into new residential units**

In the early 20th century, downtown Newark was the undisputed urban center of Northern New Jersey, attracting people from across the region to shop in its legendary department stores, see shows in its theaters, and work in its office buildings. While many of these buildings have survived, they are in various states of repair, and many are vacant or underutilized. Owners of older buildings who generate acceptable returns by leasing only the ground floor to retailers have little incentive to use the upper floors, leaving them empty and dark.

Converting the upper floors of buildings to residential uses has been a successful downtown revitalization strategy in many cities across the country. In 2008, Newark's adoption of the Living Downtown Plan eliminated a number of outmoded zoning regulations that were significant hindrances to upper floor conversions, including parking and bulk requirements that were difficult to achieve and often unnecessary. Partly as a result, a significant number of adaptive reuse projects have materialized in and around the downtown over the past several years.

One example is the redevelopment of a former showroom and service center for the classic Studebaker Automobile Company. The \$21 million project will transform an abandoned two-story industrial building into 68 loft-style apartments – half of which will be affordable to low-income households – within walking distance of Broad Street Station, the Newark Museum, NJPAC, and Branch Brook Park, among other amenities. The project was financed using a variety of sources, including Federal Low Income Housing Tax Credits (LIHTCs), a permanent loan from the New

Jersey Housing Mortgage Finance Agency (HMFA), and HOME funds from the City.

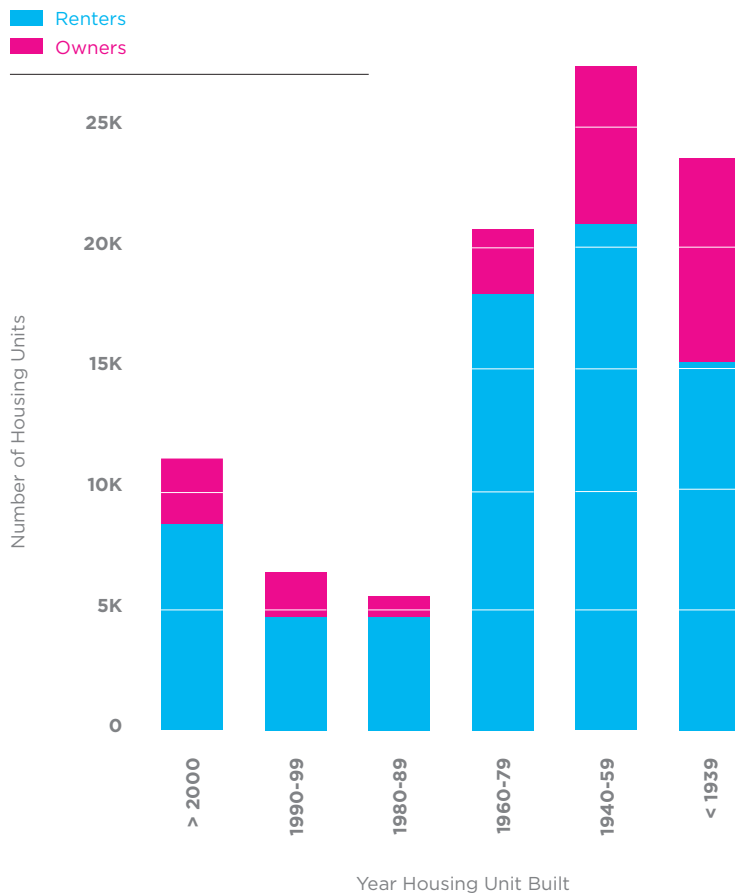
Nearby, Packard Lofts is a slightly smaller but similar project that also involved the redevelopment of a former car dealership into housing. Completed last year, Packard Lofts today contains 28 units of housing on Broad Street, just south of City Hall. The total development cost was \$11 million.

#### Strategy 1.4

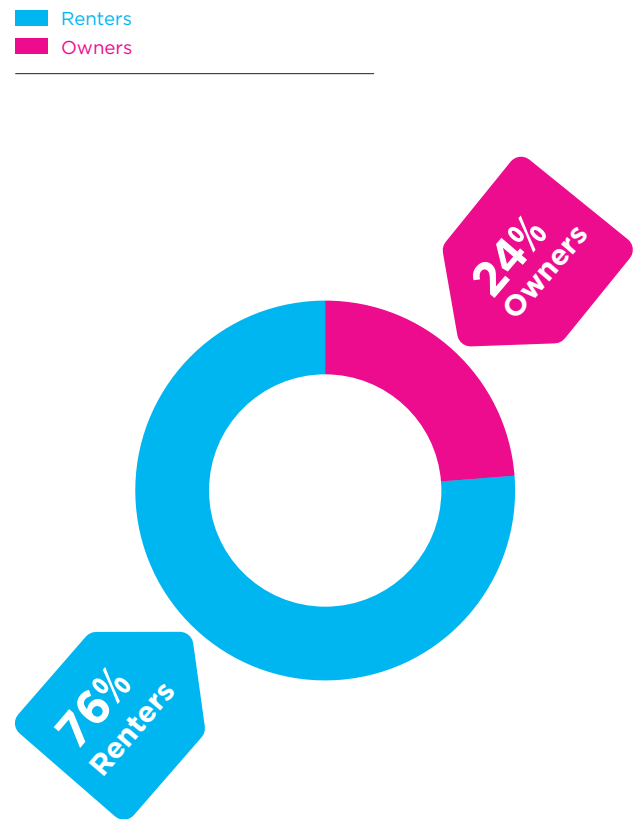
### Encourage adaptive reuse, where old buildings are retrofitted to accommodate modern needs

In Newark, the adaptive reuse of outdated but historically significant structures can give new life to old buildings, preserve urban context and history, and add to the stock of affordable housing. As described above, key opportunities to convert the

**FIG 4.8:** Age of Housing Stock  
Newark, NJ, 2010



**FIG 4.9:** Housing Tenure  
Newark, NJ, 2010



Source: US Census, 2010



upper floors of old department stores, warehouses, and factories exist in and around the downtown; these could be especially well suited to live/work loft and studio space for creative professionals. But there are opportunities to adaptively reuse buildings in other parts of the city, as well. One example in the Ironbound, Richardson Lofts, is just a few blocks from Penn Station and City Hall. The building, which opened in June 2012, is a former jewelry factory that will provide 67 units of new high-end apartments, including 33 units that will be affordable to low-income households. The project is expected to achieve LEED Platinum certification.

Packard Lofts



## 02. Preservation

### Preserve existing affordable rental housing with regulatory agreements and deed restrictions

Many Newarkers are forced to pay burdensome amounts to provide shelter for their families. In 2010, more than half of all renters in Newark – and the overwhelming majority of the city’s lower income households – were spending 30% or more of their income on housing. More than 40% of all children under the age of 18 are currently living in poverty.

An estimated 19% of Newark’s housing stock, comprising over 21,000 rental units, is restricted and affordable to low-income families.<sup>7</sup> Of this number, approximately 16,500 units are federally funded and regulated; these are typically priced affordably to families earning extremely low incomes (i.e., less than 30% AMI). Roughly half of these federally funded apartments are owned or managed by the Newark Housing Authority (NHA).

Despite the very significant need for assisted housing with deep income targets, the total number of federally assisted units has in fact declined. In part, this is the result of NHA’s ongoing initiatives to replace its older, obsolete housing stock with new low-density, townhome-style units. Affordable units not controlled by NHA are being lost for a variety of reasons, including expiring contract/restriction periods and poor building conditions.<sup>8</sup> One example is Carmel Towers, a 185-unit, privately owned development that failed two consecutive physical inspections and lost its HUD rental subsidy. Since 1971, when Carmel first opened, residents contributed up to 30% of their incomes to pay for rent each month, and HUD paid the difference. Close to 2,000 units of assisted housing in 17 other properties around the city have low inspections scores that put them at risk. Another 3,800 units have contracts that expire within the next five years, making them vulnerable to “opting out” and converting to market-rate housing.

The loss of stable affordable rental homes can mean upheaval in a neighborhood, displacement of long-time residents, and the loss of community character. Well-maintained rental homes that are affordable to working families and others can contribute to neighborhood stability, combat the negative effects of gentrification, and create or preserve diverse, mixed-income communities. Due to the high costs of construction, the limited availability of new federal rental subsidies, and more stringent requirements on

private capital, affordable rental homes for low- and extremely low-income families that are lost are unlikely to be replaced through new construction.

There is no single policy that can ensure the continued affordability of housing. Instead, multiple, coordinated, and flexible strategies are needed to identify properties at risk, provide resources to facilitate the rehabilitation and/or acquisition of properties, and encourage owners to preserve and improve their properties.

#### Strategy 2.1

### Work with property owners to preserve privately-owned affordable rental housing, including HUD-subsidized and other regulated properties

As noted above, Newark contains thousands of units of privately-owned assisted housing. An initial review of HUD’s database found about 8,400 units of subsidized housing that is currently funded at least in part by the federal agency (see Figure 4.10). Close to 2,000 units in 17 properties have low inspections scores that put them at risk. Another 3,800 units have contracts that expire within the next five years.

The involvement of a variety of local, state, and federal partners is needed to preserve affordable rental housing that is at risk of losing its subsidy. Cities have successfully collaborated with local non- and for-profit developers (including Enterprise and LISC), foundations (such as the MacArthur Foundation), and state and federal officials to provide funding and other technical support. Maintaining close contact and collaborating with HUD, HMFA, and financial institutions to develop financial instruments to both maintain and upgrade these units is critical. (As an added incentive, the cost per unit to preserve them is typically much more cost effective than developing new affordable units.)

In addition, there are many policies that states and localities can put into place to increase the likelihood that rental housing preservation efforts will succeed. For example, by giving residents of subsidized rental properties a right of first refusal to purchase a property that

### Baxter Park

The Newark Housing Authority is engaged in a number of redevelopment projects that will preserve a stock of affordable housing for extremely low-income families. In 2011, ground was broken on the \$130 million project to replace the 70-year-old, 502-unit complex in University Heights called Baxter Terrace. When complete, “Baxter Park” will include not only housing but also retail space and a public park. Residents will have unparalleled access to the local and regional public transit system, including bus, light rail, and commuter trains at Broad Street Station.



an owner puts up for sale, municipalities can empower residents to negotiate with owners and potentially facilitate the transfer of the property to an entity willing to maintain it over the long term. This can lead to the conversion of affordable units to condominiums or limited equity cooperatives.

At Zion and Roberto Clemente Shalom Towers in Weequahic and Lincoln Park, respectively, the current property owner is working with the City to preserve more than 400 units of affordable rental housing. Tenants currently receive rent subsidy from HUD’s Section 236 Rental Assistance Program (RAP), under the terms of which rents are set at 30% of household income. The RAP subsidy was originally established almost 40 years ago, when the apartments were first built, but it is set to expire in a little over a year at Zion Tower and within four years at Roberto Clemente Shalom Tower. Aware of the impending problem, HMFA allocated almost \$50 million in tax-exempt bonds for the rehabilitation of the properties, and the City provided a long-term tax abatement; nevertheless, more assistance is needed to bridge the gap and keep these units affordable.

### Strategy 2.2

## Collaborate with the Newark Housing Authority to preserve quality low- and mixed-income housing

The Newark Housing Authority (NHA) is the largest public housing authority in New Jersey and the 11th largest in the nation.

NHA has a portfolio of 44 public housing communities with over 8,000 rental units serving extremely low-income Newark residents; it also administers 4,000 Housing Choice Vouchers. As a designated local redevelopment authority, NHA works in close cooperation with the City to facilitate not only housing but also major community, cultural, and economic development projects.

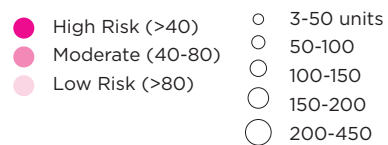
Newark’s first public housing was built just before World War II and consisted of three-story walkup units for working families. In the 1950s, NHA began constructing dense, high-rise family apartments that in some instances contained as many as 250 units per acre. By 1969, more Newark residents lived in public housing than in any other American city.

However, NHA was ultimately unable to effectively manage its high-rise buildings, which saw large-scale abandonment beginning in 1970. The demolition of most of its high-rise buildings – with the exception of eight senior and disabled buildings, which are in good condition – started in 1987 and was completed in 2007.

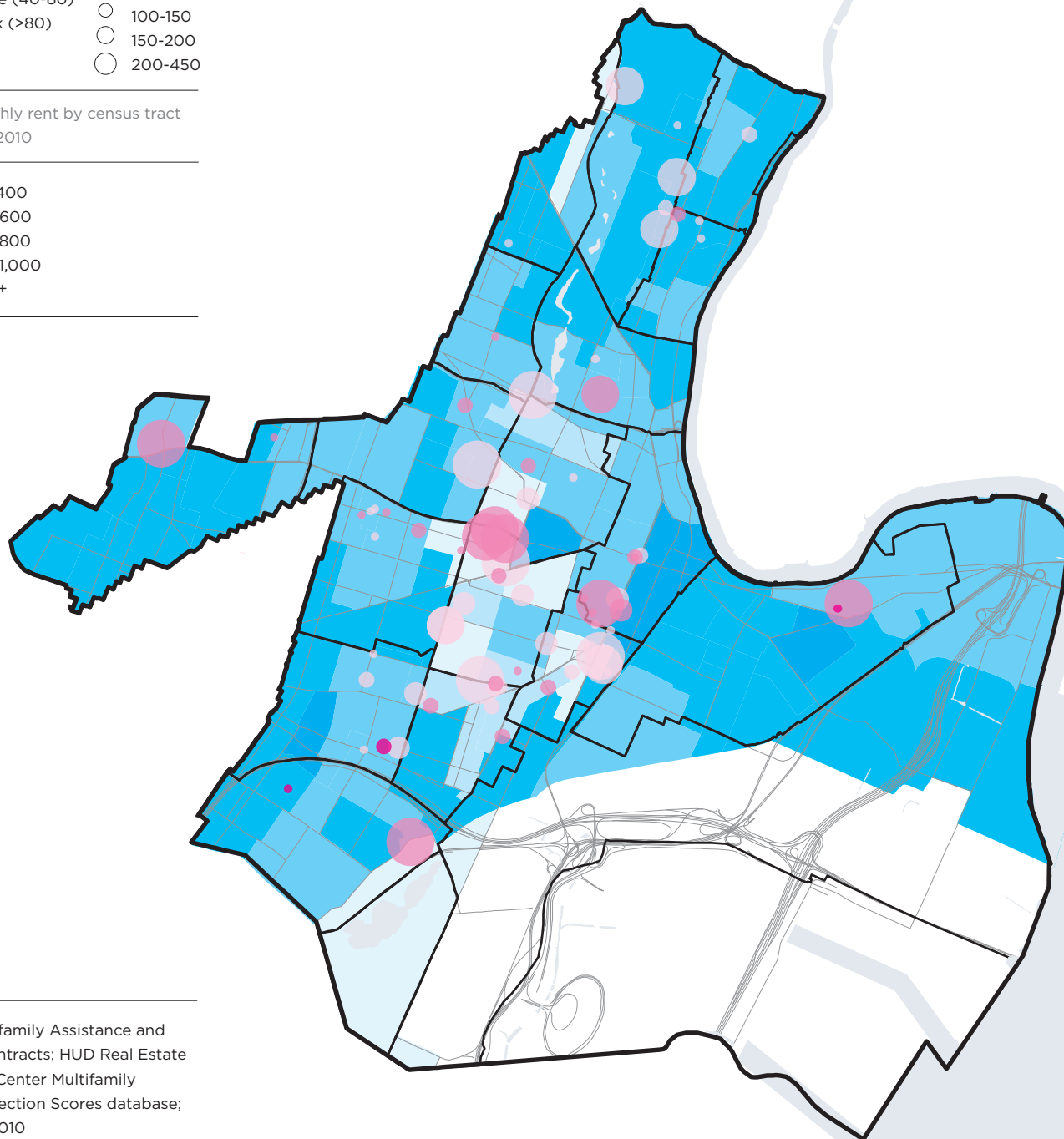
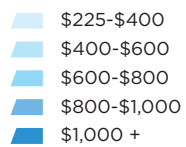
Since 1986, NHA has replaced these units with over 2,786 units of lower density, townhome-style affordable housing throughout the city. Recent replacement efforts have utilized funding from the federal HOPE VI Program, which replaces public housing with privately owned and managed mixed-income, low-rise units. These and other current initiatives seek to combine residential and commercial uses, as well as other public amenities.



**FIG 4.10: HUD-Subsidized Properties**  
By HUD Physical Inspection Score  
Newark, NJ, 2010



Median monthly rent by census tract  
Newark, NJ, 2010



Source: Multifamily Assistance and Section 8 Contracts; HUD Real Estate Assessment Center Multifamily Physical Inspection Scores database; US Census, 2010

Orientation      Scale



0      1 mi.

Through these experiences, NHA has reinforced its position, which the City shares, that affordable housing is not enough to enhance neighborhood quality. Healthy communities contain a mix of incomes and have ready access to quality services, including high-performing public schools and early learning programs, health services, neighborhood-serving retail, and public transportation, among other things. In promoting these qualities, NHA seeks to support positive outcomes for families who live in its communities.

### Strategy 2.3

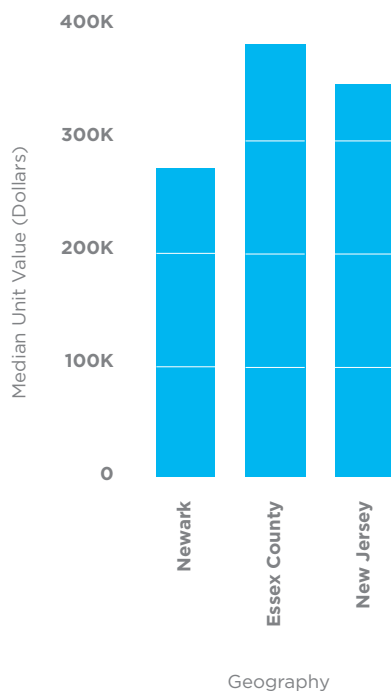
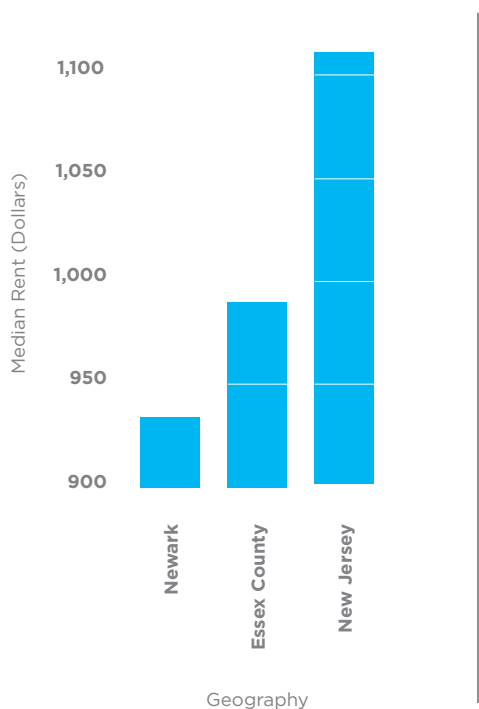
## Continue programs and partnerships to forestall home mortgage foreclosures and keep owners and tenants in their homes

Newark contains thousands of properties in some stage of the foreclosure process.<sup>9</sup> The cost to families and neighborhoods of these foreclosures is great in both human and monetary terms. Most homeowners involved find themselves unable to pay for their mortgages due to a combination of circumstances beyond their control, including loss of work, illness, falling home prices, or a mortgage that was sold to them despite their inability to pay for it. Some owners, of course, did make a mistake or took a gamble that has not paid off.

In an attempt to prevent mortgage foreclosures and the devastating impacts they have on homeowners, renters, and neighborhoods, the City established the Newark/Urban Essex Foreclosure Taskforce in 2007. The taskforce – which is comprised of over 35 organizations that include housing counselors, HUD representatives, legal experts, and community development corporations – works with the City to develop a coordinated, strategic local response. The taskforce holds several large educational events each year, presents at church groups and community meetings, connects owners with free counseling services, and goes door-to-door to providing homeowners with literature about how they can find legitimate help.<sup>10</sup> More recently, the Task Force has raised public awareness regarding foreclosure prevention scams and helped to divert homeowners away from companies that prey on families in trouble to extract unnecessary payments and fees (and in some cases, even taking title to properties).

Renters occupy many of the properties facing foreclosure in Newark, and the impact on them can be just as devastating. The city's rental stock, while not necessarily subsidized housing, provides decent affordable housing options to many Newarkers. Their preservation is important to protect tenants from eviction and displacement.

Because the foreclosure process in New Jersey can be lengthy (sometimes taking 18 months or more), it is not uncommon for the owner to abandon his property, leaving tenants/renters behind



**LEFT, FIG 4.11:** Median Contract Rent  
Newark, NJ, 2010

**RIGHT, FIG 4.12:** Median Unit Value  
Newark, NJ, 2010

Source: US Census, 2010

### New Jersey Mortgage Resolution Fund

The New Jersey Mortgage Resolution Fund (NJMRF) was created by New Jersey Community Capital (a statewide non-profit lender and developer), Mercy Housing, Enterprise Community Partners, the Housing Partnership Network, and the National Community Stabilization Trust utilizing federal Hardest Hit Funds allocated by the U.S. Treasury to HMFA. NJMRF is modeled on an innovative program created by the Illinois Housing Development Authority (IHDA), and which is now being replicated in a number of states. It will allow homeowners that have incomes to reduce their monthly mortgage payments without being forced to individually negotiate principal reductions from lenders. The program will help lenders, homeowners, and neighborhoods slow the cycle of displacement, disinvestment, and abandonment in targeted communities.

without the ability or authority to make repairs or even to maintain essential services, such as heat or hot water. Tenants are left with no choice but to move out – leaving vacant homes and buildings behind. These, in turn, become public safety hazards, attract criminal activity, and become vandalized, all of which undermine neighborhood stability and depress surrounding property values.

The New Jersey Creditor Responsibility Law (2010) partially addresses this problem by obligating lenders to take full responsibility for a property that becomes vacant during foreclosure proceedings. This includes the responsibility to remedy mandatory code violations. The New Jersey Foreclosure Fairness Act (2010) requires lenders to notify tenants about changes in ownership, as well as to emphasize that they are not required to vacate their apartments. However, in parts of Newark with particularly weak markets, some lenders wait unreasonable amounts of time before initiating foreclosure proceedings – because the cost of doing so is not justified by what the property is worth at sale. This results in prolonged cases of abandonment, with no party taking full responsibility for the upkeep of the building.<sup>9</sup>

Recently, the City partnered with several important public and non-profit housing finance agencies to support the establishment of the New Jersey Mortgage Resolution Fund (NJMRF). The NJMRF works to keep families in their homes by purchasing

Foreclosed property  
in Newark



non-performing loans at a discount to the current unpaid principal balance and offering permanently modified, affordable, fixed-rate mortgages at a new reduced principal balance (and at an amount lower than the current depreciated market value of the home). The NJMRF will use existing market mechanisms for the bulk acquisition of distressed mortgages. Trained non-profit housing counselors will help low-income owners understand and meet the financial obligations of their new mortgages.



### 03. Rehabilitation

Rehabilitate existing, occupied substandard housing, especially for low-income families and seniors

Thousands of Newarkers live in substandard housing. Nearly half of all residents report exterior problems (such as sagging roofs or broken windows), and one in 10 buildings, representing approximately 9,000 housing units, report severe physical deficiencies.<sup>11</sup>

Much of Newark’s housing stock is old: nearly one third of all units were built prior to 1940,<sup>12</sup> and homeowners who live in older homes tend to have greater home repair needs than those in newer buildings. In addition, homeowners with low incomes may need to delay making repairs in order to pay for more immediate needs, such as mortgage payments, utility bills, property taxes, and other living expenses. Eventually, deferred maintenance can compromise the condition of the property, which in turn can have negative impacts on neighborhood quality.

Rehabilitating Newark’s existing housing stock – especially for low-income owner-occupiers and seniors – is an important strategy to improve the health and safety of living environments, as well as the character of neighborhoods. When paired with energy-efficient upgrades, rehabilitation can also help residents reduce their monthly utility expenses. And by avoiding the need for the more costly demolition and redevelopment of properties, rehabilitation is an effective strategy to preserve an affordable housing stock in the marketplace. Finally, rehabilitation is also important for the

growing number of seniors who wish or need to age in their homes and need them retrofitted to make them accessible.

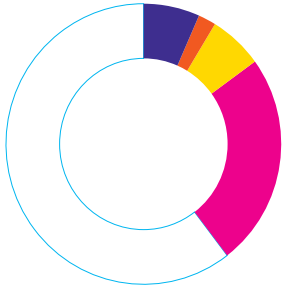
Homeowner rehabilitation assistance programs provide the means to make essential home improvements that would otherwise be unaffordable. Programs typically provide low- and moderate-income homeowners with grants or low-cost loans to make critical repairs. Repairs can range from efforts to bring the property up to code, fix a leaky roof, remedy faulty wiring, or improve a home’s accessibility or energy efficiency. Some states and localities also have special programs to fund repairs on an emergency basis if the condition of a home immediately threatens the health and safety of its occupants.

Most states and participating jurisdictions provide homeowner rehabilitation assistance through either (1) deferred payment and non-interest bearing loans or (2) grants and in-kind assistance. Most programs are administered at the state and local levels and are funded by the federal HOME Investment Partnership (HOME) and/or Community Development Block Grant (CDBG) Programs. However, funding from these sources is limited. In the future, less capital-intensive strategies to support homeowner rehabilitation assistance – including interest subsidies, loan guarantees, and soft underwriting – will need to be explored in collaboration with the banking community to make homes safe, habitable, and accessible.

The City is also working to prevent the exposure of children to lead in homes. Over the past seven years, the Childhood Lead

FIG 4.13: Housing Quality Indicators  
Newark, NJ, 2010

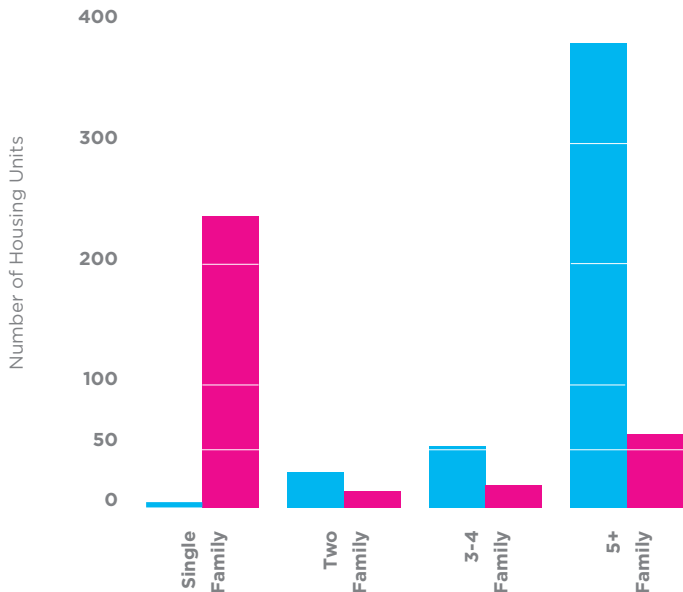
Housing Units	2010		Color
Lacking Complete Kitchen Facilities	7,222	6.6%	
Lacking Complete Plumbing Facilities	2,282	2.1%	
Units Containing more than 1.0 People per Room	6,922	7.3%	
Units Built before 1940	26,955	24.6%	
Total Units	109,520		



Source: 2010 ACS, 1-year estimates

**FIG 4.14: Building Permits by Type**  
New privately-owned housing units  
authorized to be built in 2009  
Newark, NJ, 2009

■ Newark  
■ Essex County (excluding Newark)

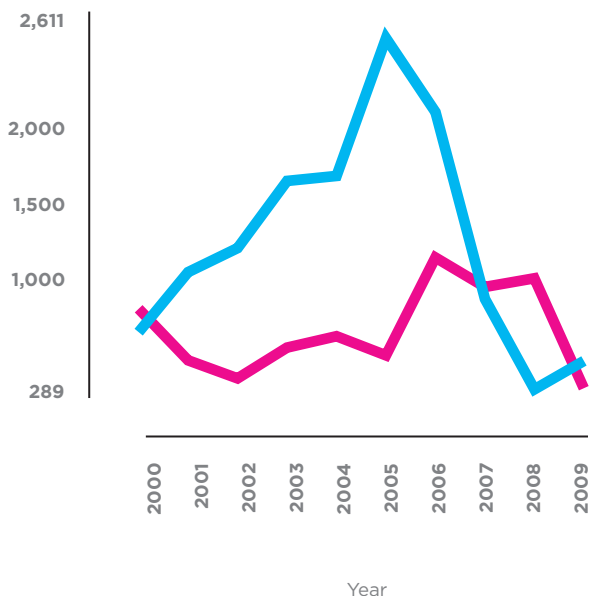


Source: US Census, 2010

Building Type

**FIG 4.15: Total Building Permits**  
Total new privately-owned housing  
units authorized to be built between  
2000 and 2009  
Newark, NJ, 2000-2009

■ Newark  
■ Essex County (excluding Newark)



Poison Prevention Program, which is funded through HUD demonstration grant monies, has abated over 725 housing units of lead-based paint hazards. The City inspects approximately 400 properties each year, on average, and maintains a “Lead Safe House” for families with children to live in while lead is removed from their homes.

### Strategy 3.1

## Continue to weatherize homes to improve energy efficiency and reduce utility costs

Weatherization is a term used to describe small-scale, typically low-cost changes to an existing home to improve its energy efficiency. While seemingly minor, such changes can result in significant reductions in energy consumption and utility bills.

Newark residents have access to the federal Weatherization Assistance Program (WAP), which offers eligible homeowners free or reduced cost assistance to lower their home energy bills through the installation of energy conservation measures. WAP in Newark is administered by two local nonprofit agencies: First Hopewell Baptist Church and La Casa de Don Pedro. The New Jersey Clean Energy Program (NJCEP) offers additional rebates, in-home energy assessments, energy usage calculations, and financial incentives. Newark also recently allocated \$426,000 of its federal stimulus grant from the U.S. Department of Energy (DOE) to community groups in support of residential energy improvements.

In addition to continuing to leverage WAP, NJCEP, and DOE funding, potential strategies to finance weatherization measures in Newark include: working with lenders to offer energy efficient mortgages (EEMs), which allow homebuyers or owners who are refinancing to add the cost of weatherization to the loan; property

**FIG 4.16:** Residential Building Size  
By number of units in structure  
Newark, NJ, 1990-2010

Unit Type	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
1 unit - detached	9,909	10%	10,825	11%	13,358	12%
1 unit - attached	3,566	3%	5,478	5%	8,370	8%
2 unit	16,222	16%	17,260	17%	19,773	18%
3 to 4 unit	27,176	27%	26,437	26%	29,193	27%
5 to 9 unit	10,539	10%	10,430	10%	9,631	9%
10 to 19 unit	8,158	8%	6,795	7%	7,854	7%
20 or more unit	24,918	24%	22,765	23%	20,628	19%
Mobile home	45	0%	116	0%	100	0%
Boat, RV, Van, etc.	1,940	2%	35	0%	0	0%
<b>Total</b>	<b>102,473</b>		<b>100,141</b>		<b>108,907</b>	

Source: US Census, 2010

assessed clean energy (PACE) financing; and on-bill financing models, which add an assessment for energy-efficiency measures to existing municipal or utility bills.

*For more detailed information on this strategy, see the Utilities and Infrastructure Element.*

### Strategy 3.2

## Continue to rehabilitate substandard public housing

In 2007, when NHA undertook a comprehensive physical needs assessment of its housing stock, it identified more than \$500 million dollars in deferred maintenance costs. Issues range from serious (e.g., leaky roofs, HVAC repairs, elevator service) to longer term (e.g., exterior “spruce ups” and facilities planning). While the agency developed a 20-year capital plan to address these issues, over one third of NHA’s housing stock consists of old low-rise units with undersized rooms, poor layouts, and design issues that cannot immediately be rectified with capital improvement funds. Many of these buildings, including those constructed in the 1940s, are in need of total replacement, including Bradley Court, Stephen Crane Villas, Seth Boyden, and others. NHA intends to demolish and redevelop these properties as funds become available.

In addition to continuing to rehabilitate and redevelop substandard public housing, NHA has been aggressively pursuing energy efficiency measures. In 2011, NHA signed an energy performance contract (EPC) with Constellation Energy for approximately \$50 million in energy conservation measures at 39 housing developments. The EPC requires no upfront capital from and is guaranteed to provide more than \$78 million in energy cost savings over a 15-year period. The agreement is the third largest of its kind for a public housing authority.



## 04. Special Needs

### Expand high quality housing options for special needs and at-risk populations

Some Newarkers have needs that go beyond just shelter. Residents considered to have “special needs” include those who are homeless or are at risk of homelessness, as well as those who have left systems of care without a place to live, such as young people aging out of foster care or people leaving prison. Others, such as the elderly, may have chronic, disabling health conditions. Still others may suffer from mental illness, HIV / AIDS, or issues related to substance use. In addition, some people face housing instability because of domestic violence or other trauma (e.g., veterans).

Special needs units are a priority category in Newark’s federal HOME allocation process and a major criterion of its Property Disposition Policy. The Newark Housing Authority has also created a priority for supportive permanent special needs housing in its Section 8 Project-Based Vouchers Program, which allows developers to access important rental subsidies for units dedicated to special needs populations. Because special needs populations often have low incomes, continued financial support is important to make these projects feasible.

### Homeless and At-Risk Populations

Based on a census of the homeless population conducted in 2009, it is projected that over the course of one year, nearly 4,000 adults and children become homeless in Essex County. Most of these individuals are staying – sheltered and unsheltered – in Newark. Of those surveyed:

- The largest percentage (35%) were homeless for more than one year;
- The highest levels of special needs were mental health (23%), medical disability (19%), and substance abuse (18%);
- 37% had spent time in a corrections facility within the past three years, and over 50% of those discharged from state prison, city / county jail, or juvenile detention were discharged into homelessness;
- 71% were single adults, and 29% were homeless families;

- The highest-ranking factors cited as contributing to homelessness were “Lost job/cannot find work” (29%), “Eviction” (27%), and “Housing costs too high” (18%); and
- Only 5% reported any employment-related income.

While many individuals and families who are homeless may need some level of ongoing supportive services in order to remain housed, a large segment of the homeless population simply needs housing that it can afford. Many more are at risk of becoming homeless due to untenable cost burdens. In 2010, 28% of Newark renter households spent over half of their income on housing, and almost a third of the population is living in poverty. Recent studies have shown that for most homeless families and those at risk of becoming homeless, access to affordable housing is sufficient to end homelessness and ensure housing stability.

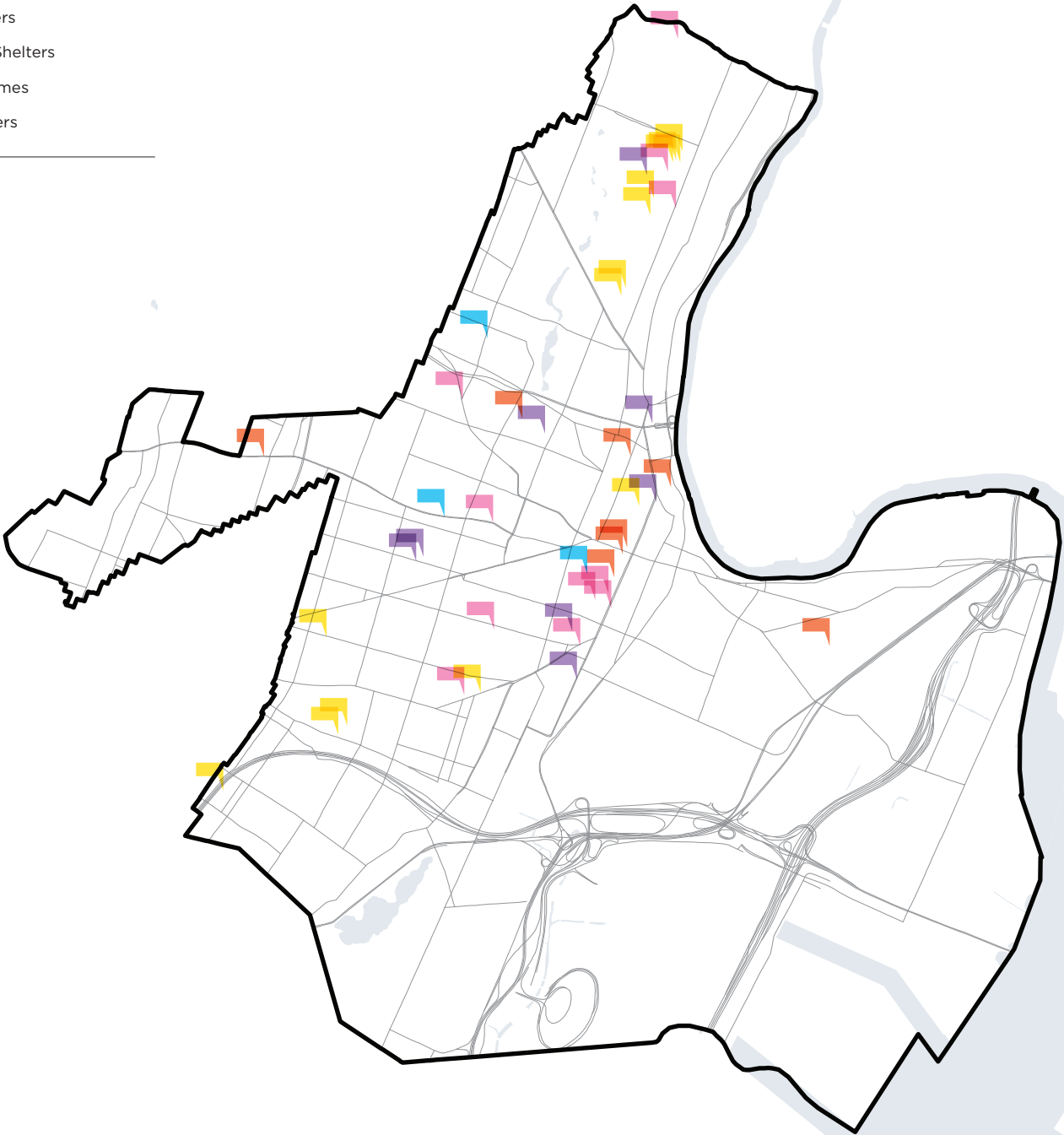
Like many communities across the nation, Newark has historically addressed homelessness through the support of temporary housing, particularly emergency shelter. This approach is a legacy from the 1980s, when cities responded quickly to a spike in homelessness. Today in Newark, at the federal level, and in hundreds of cities nationwide, the baseline goal is to re-house people in permanent settings as quickly as possible, often through the now time-tested method of permanent supportive housing (low-income housing with wraparound services). For those who need little or no services in order to retain housing, but who cannot find housing they can afford, expanding access to more traditional models of low-income housing is an important, complementary strategy.

The City officially adopted such a policy in *The Road Home: A Ten Year Plan to End Homelessness in Newark and Essex County*, which was released in 2010. The Plan outlines a series of actions to transform Newark’s homeless response system to a Housing First strategy: from one built upon a foundation of emergency and temporary housing to one focused on prevention and permanent housing.

In 10 years, the Plan envisions a countywide homeless housing stock that is primarily composed of permanent supportive housing, with a small percentage of interim housing designed to facilitate rapid access and placement into permanent housing. To achieve this goal, the Plan calls for the construction of 1,000 new units of permanent supportive housing for homeless individuals

**FIG 4.17:** Special Needs Facilities  
Newark, NJ, 2010

- Individual Domestic Violence and Runaway Shelters
- Senior Shelters
- Transitional Shelters
- Boarding Homes
- Family Shelters

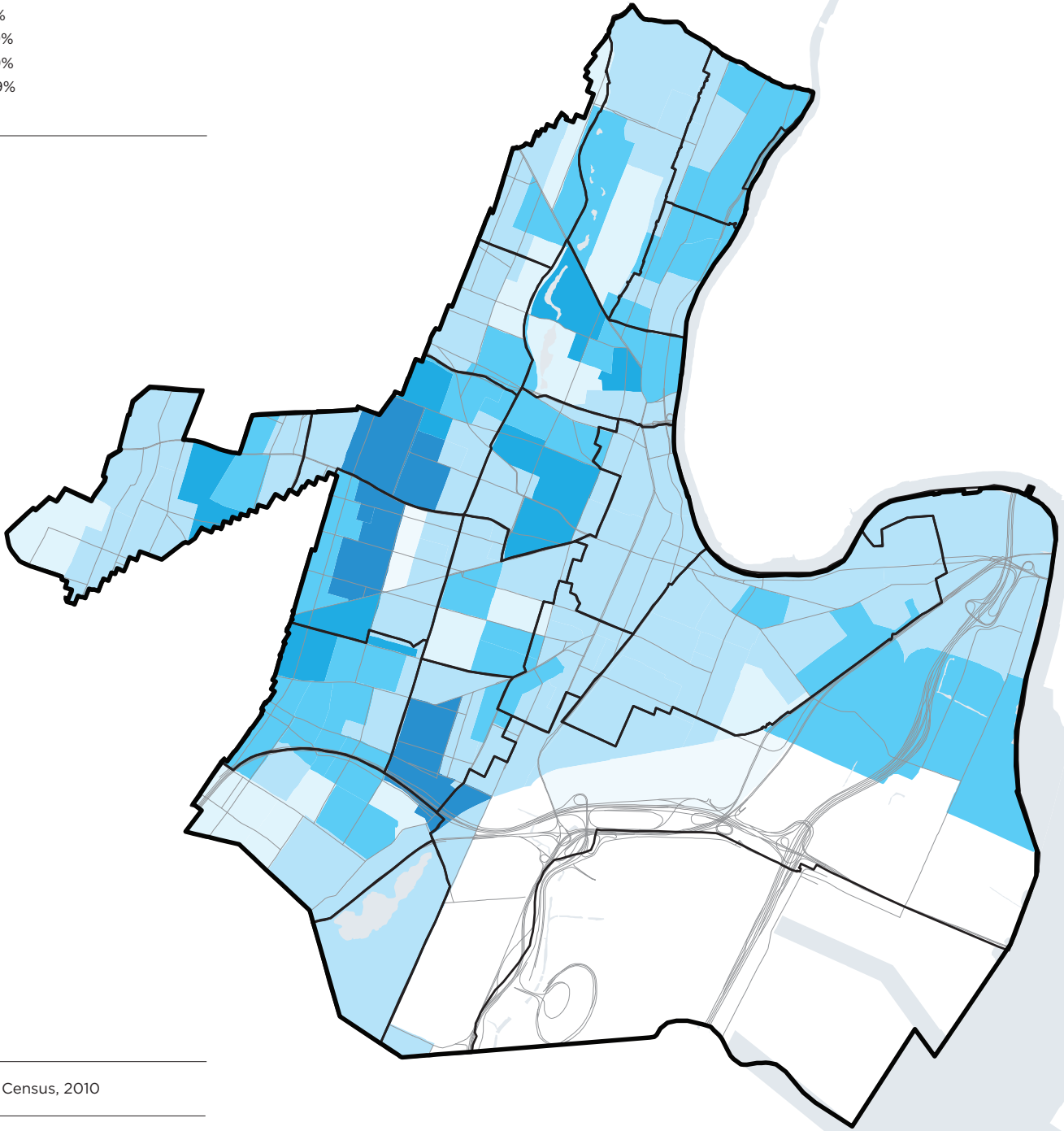
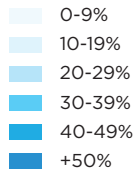


Orientation      Scale

N

0      1 mi.

**FIG 4.18: Housing Burdens**  
Percent of households that spend  
more than half of their income on rent  
Newark, NJ, 2010



Source: US Census, 2010

Orientation

Scale



0 1 mi.



Ridgewood Avenue supportive housing project for homeless individuals with a disability



and families with special needs through a combination of new construction, rehabilitation, and leasing of existing stock. For those who need little or no services, the Plan calls for creating 3,000 new units of low-income housing (affordable to households earning less than 50% AMI) throughout the county.

While these goals for new permanent supportive and low-income housing are embedded in the City's anti-homelessness plan, they will also help to address some of the needs of Newark's other vulnerable populations, many of whom are at risk of becoming homeless. Some of these groups are profiled below.

## Non-Homeless Special Needs Populations

### Seniors

In 2010, there were 23,699 Newark residents over 65 years of age, including 2,303 residents over 85 – representing 8.6% and 0.8% of the city's total population, respectively.<sup>13</sup> As the Baby Boom generation matures and average lifespans increase, the senior population in Newark and across the nation is expected to grow

dramatically. In addition, studies have shown that seniors value the walkability, access to transit, and proximity to services that mixed-use urban places like Newark can provide. However, many of Newark's seniors (22%) are living in poverty, and households that are headed by elderly individuals experience the greatest housing cost burdens.<sup>14</sup>

Newark contains a number of supportive housing options for seniors. NHA recently designated 1,910 units, representing 24% of its total portfolio, as "elderly only" units. In addition to NHA, there are 14 independent subsidized developments for elderly people located throughout the city, but the total number of units in these developments is not readily available.

More are in the pipeline. The Fairmount and Eleven/Eleven is a proposed scattered site development of 61 units that will be made available to seniors aged 55 and older, including the mobility impaired, the hearing and/or visually impaired, and frail elderly. Five of the units will be reserved for disabled military veterans. All units will be affordable to households earning below 60% AMI, with a portion affordable to those earning up to 30% AMI. The project is a partnership of Genesis Companies and the Greater

Newark Housing Partnership. Supportive services will be provided through an agreement with Conifer Management Company.

The City also provides housing rehabilitation assistance to vulnerable seniors. For example, the Senior Homeowner Emergency Repair Program, provides emergency loans to low-income senior citizens and disabled individuals that are owner-occupants of a one- to three-unit home.

### **Ex-Offenders**

The New Jersey Institute for Social Justice estimates that of the nearly 70,000 adults and juveniles expected to leave New Jersey correctional facilities over the next five years, two thirds will be re-arrested within three years of release. Of the Newark homeless population surveyed in 2009, 37% indicated that they had spent time in a corrections facility within the past three years, and over 50% of those discharged from state prison, city/county jail, or juvenile detention were discharged into homelessness.

Research has shown that ex-offenders who do not find stable housing are more likely to recidivate than those who do, yet people returning to their communities from prison often face significant barriers to obtaining housing. New Jersey's anti-discrimination law, which includes protection against housing discrimination, does not protect against discrimination on the basis of criminal convictions. Similarly, employers can hire individuals with criminal records at their own discretion.

The City is taking steps to ensure ex-offenders have access to employment. In addition to vocational and job training programs, Newark's One-Stop Career Center provides employment assistance and a single point of access to services that can help individuals successfully re-enter the workforce. It has signed on over 50 Newark companies to hire ex-offenders referred and placed by the Center.

### **People with HIV/AIDS**

In 2010, approximately 5,846 people in Newark, representing 2.11% of the population, were living with HIV/AIDS. By comparison, 0.39% of the U.S. population is currently living with HIV/AIDS. As a grantee under HUD's Housing Opportunities for Persons with AIDS (HOPWA) Program, Newark provides financial assistance and supportive services to approximately 2,500 people annually. Many people with HIV/AIDS require supportive housing that is suitable for long-term care. In Newark, there is also a lack of emergency and/or transitional housing specifically for the HIV/AIDS homeless populations.

### **Newark Genesis Apartments**

Newark Genesis Apartments is an innovative HELP USA project that brings new affordable and supportive housing to Newark's North Ward. The project includes 36 units of rental housing that is affordable to low-income families, as well as 15 units of permanent supportive housing for HIV/AIDS patients served by the nearby Broadway House, a continuing care facility. The project, which is LEED certified, also contains 2,500 square feet of community space.

The City recently committed \$400,000 in HOME funds for the construction of 13 units in Lower Roseville that will serve the needs of HIV-infected individuals and their families. The project, led by the Aids Resource Foundation for Children, is scheduled for completion in 2012.

### **Veterans**

In 2010, more than 7,000 veterans were living in Newark. The majority are males between the ages of 25 and 64 years of age. Approximately 15% of Newark veterans are living below the federal poverty line, and 25% have some type of disability.

## 05. Code Enforcement

**Foster improved property conditions in neighborhoods with vigorous inspection and enforcement to remedy code violations, prevent illegal conversions, and demolish unsafe buildings when needed**

Improperly maintained properties create ongoing problems for a building, its residents, and the surrounding neighborhood. In Newark, this is a major problem that has been exacerbated in recent years by a weak market and the subprime mortgage crisis, which have left many landlords with real financial limitations. In other areas, the current housing supply is inadequate to accommodate households given their incomes, which has led to illegal, substandard conversions in basements, attics, and garages.

### Fort Worth Code Rangers Program

The Code Rangers program in Fort Worth, Texas, seeks to promote healthy neighborhoods through community empowerment and action by establishing and maintaining a strong relationship between citizens' organizations and the Fort Worth Code Compliance Department. The program allows trained community volunteers to provide reports of suspected code violations. The City then sends courtesy letters to property owners and residents regarding possible code violations in an effort to improve the appearance and safety of the neighborhood. The goals of the program are to:

- Encourage residents and property owners to maintain their homes and yards in order to preserve property values and discourage crime;
- Allow Code Enforcement Officers the opportunity to devote more time to chronic, dangerous, or complicated issues affecting the neighborhood; and
- Create a greater sense of community in each neighborhood by encouraging cooperation and increasing neighborhood pride.

A well-executed code enforcement program – which seeks to maintain the health and safety of existing units – is an important strategy to preserve quality, affordable housing. It also plays a key, complementary role in the City's efforts to redevelop vacant and abandoned properties.

### Strategy 5.1

## Provide timely delivery of inspections, notifications, and fines to buildings with major code violations

Within Newark's Department of Neighborhood and Recreational Services (NRS), the Division of Inspections and Enforcement is responsible for enforcing municipal housing, zoning, licensing, and sanitation codes. The Division has eight building and two sanitation inspectors that complete weekly coordinated sweeps, moving through one ward at a time. Among other things, inspectors cite property owners for substandard housing conditions and illegal conversions. In the most severe cases, they can deem a property unfit for human living. To prevent reentry and the use of a property for illegal purposes, the Division also boards and secures structures. If a property is unlikely to be restored, or if it poses an imminent health risk, the City can step in and demolish it.

The City has begun a process to identify and implement strategies that use its regulatory authorities to ensure accountability in how properties are managed and maintained. These include efforts to:

- Re-write municipal ordinances covering property maintenance and code violations to ensure that municipal authorities are not unduly limited by antiquated and sometimes vague, confusing, or contradictory requirements;
- Research and adopt best practices from across the state and nation on the deployment of inspection resources and prioritization of violations;
- Enforce requirements under the New Jersey Creditor Responsibility Law to increase maintenance of properties vacated during the foreclosure process;
- Utilize the Vacant Property Registrations; and
- Use handheld device technology to issue electronic tickets.



## 06. Design Standards & Governmental Approvals/Permits

### **Continue to improve and update the application review, permitting, and inspections process to make it more accessible and responsive**

Before housing construction can begin in Newark, developers must receive approvals from a handful of municipal departments that regulate a different aspect of development (e.g., land use, water and sewer, building codes, etc.). Each department has its own application and administrative process, and developers can spend a lot of time and money obtaining the necessary approvals. If the process is overly burdensome, it can become a major deterrent to new development.

During this pre-development phase, the City also has the opportunity to require developers to meet certain hiring or building design standards as conditions for approval, especially for projects receiving City funds or being constructed on City-owned property.

#### **Strategy 6.1**

### **Create a “One-Stop License and Permitting Center” to co-locate representatives from various departments and offices**

Some communities co-locate two or more departments that have compatible regulatory functions, such as permitting, licensing, plan-checking, and other development-related services in order to streamline development approvals. In these communities, employees from several departments can work collaboratively under one “roof,” with a coordinator who is responsible for facilitating the proper and expeditious handling of all applications and related requests – including inspections and approvals of permitted rehabilitation and new construction.

A complementary reform would be the establishment of a common digital system for collecting, sharing, and tracking information within and between departments responsible for the regulatory review of development projects. Ultimately, creating digital records of such projects would allow for greater access, accountability, and transparency.

#### **Strategy 6.2**

### **Utilize portions of the building code that effectively and efficiently facilitate rehabilitation, preservation, and reuse of buildings for residential development**

Newark has an old building stock, which means that rehabilitation and conversions will need to play a critical role in efforts to expand the supply of affordable housing. In Newark, building construction and substantial renovation projects must meet standards contained in New Jersey’s Uniform Construction Code (UCC), which are monitored and enforced locally by the Department of Engineering. In 1998, the State adopted a Rehabilitation Subcode that overcame various administrative and technical hurdles to the rehabilitation of older structures under the old UCC. In continuing to utilize the Rehabilitation Subcode for adaptive reuse projects and preservation projects – both in the downtown and elsewhere – the City can provide the development community with a rational and predictable framework for obtaining the necessary permits and approvals. It should be utilized to the fullest extent possible to ensure that adaptive reuse can occur, and to facilitate economic development.

#### **Strategy 6.3**

### **Require all new residential developments receiving City subsidy or land to meet Enterprise Green Communities Criteria**

The City supports and encourages sustainable building practices, including energy efficient construction, distributed generation, and healthy indoor air quality, for all sponsored residential developments. Advanced energy efficiency and environmentally sustainable building principles and practices are a major criterion in the City’s Property Disposition Policy; projects that exhibit these features may be eligible to purchase City-owned property for less than fair-market value. All residential new construction



projects must meet the City's Mandatory Minimum Design and Construction Standards for Home Construction, which require buildings to achieve New Jersey Energy Star Home Program standards for insulation.

In addition, all rental and for-sale residential rehabilitation projects that receive NSP funding must meet a modified version of the Enterprise Green Communities Criteria. The Criteria offers builders a clear, cost-effective framework for affordable housing development that considers location, site design, water conservation, energy efficiency, construction materials, indoor living environment and air quality, and building operations and maintenance, among other things. The City will explore the possibility of expanding these Criteria to other residential projects (in addition to NSP-funded rehabilitation).

#### Strategy 6.4

### Require developers to meet local hiring/contracting and MWBE standards

For residential construction and rehabilitation projects, the City places a priority on the hiring of local contractors, sub-contractors, and suppliers; local minority or woman-owned business enterprises (MWBEs); Newark residents, including ex-offenders and minorities; and union labor. It is also committed to first source local hiring by the end user of a property for non-residential and mixed-use projects.

*For more information on local and first source hiring, see the Business and Industry Element.*

**ENDNOTES**

**1.** While Newark turned a corner and grew for the first time in decades, its housing vacancy rate – at close to 14% – is high. Theoretically, Newark’s existing unoccupied housing stock could alone house more than 30,000 people. If the city’s vacancy rate could be reduced to 8% by 2025, housing would be provided for more than 15,000 people.

**2.** City of Newark, NSP3 Amendment, February 14, 2011. Data from the Essex County Sherriff’s Office suggests a substantial number of properties could be claimed as bank-owned, but the lenders have not yet chosen to complete the foreclosure process. This so-called “shadow inventory” is likely to come onto the market in the next two years.

**3.** Vacant property, as defined in the Vacant Property Registration Ordinance, is any residential building that is not legally occupied or at which construction has ceased and the building is in such a condition that it cannot be legally occupied. Properties that contain all building systems in working order and are actively being marketed for sale or rent are not deemed vacant.

**4.** Undesignated lots are parcels that have not yet been slated for redevelopment or disposition. This figure also excludes lots considered to be undersized and unbuildable.

**5.** Under current State law, land banking entities are not explicitly permitted or regulated.

**6.** Among other things, the Living Downtown Plan eliminated inappropriate side yard and building setback requirements for new construction, inhibiting bulk requirements for new residential construction and conversions, and restrictive on-site parking requirements.

**7.** US Census, 2010; Jonathan Rose Companies analysis of data provided by the City of Newark.

**8.** Owners of privately-assisted housing may choose to “opt out” at the end of their federal contract periods if they deem that market conditions have improved in the neighborhood such that market rents exceed subsidized rents. In such cases, affordable housing may be lost precisely when it is most needed – as rental rates are rising – resulting in the displacement of existing tenants and negatively impacting neighborhood stability.

**9.** In 2006, during the peak of subprime lending, 54% of all new loans in Newark were subprime, versus 26% in New Jersey.

**10.** To date, more than 4,500 households have been contacted through flyer handouts, mailings, and door-to-door outreach. Approximately 1,010 individuals attended two recent Hope Now mortgage workout fair events, which were held in Newark.

**11.** City of Newark, *Master Plan Re-Examination*, 2009.

**12.** US Census, 2010.

**13.** US Census, 2010.

**14.** US Census, 2010.





# 05 MOBILITY

## Goals

Ensure that Newark's transportation system and future improvements meet the needs of its residents, businesses, and visitors, while promoting local, regional, and global connectivity, multi-modal travel choices, economic development, and safe and healthy neighborhoods

## Objectives

### 01 Public Transit

Increase the use of transit by residents, commuters, and visitors to/from and within the city

### 02 Local Accessibility, Pedestrians, and Bikes

Connect neighborhoods to one another and to the various employment, recreation, entertainment, and waterfront destinations within the city

### 03 Regional Connectivity

Connect the city outward to the local, regional, and global infrastructure and the opportunities it affords

### 04 Traffic Circulation

Adequately accommodate vehicular traffic and minimize congestion along city streets and the regional roadway system

### 05 Safety

Improve the safety of streets and intersections for all users

### 06 Freight

Facilitate the movement of freight through the Port Newark/Elizabeth and Newark Liberty International Airport areas via enhanced freight access and industrial land use policies that support the continued economic growth of these vital assets

### 07 Parking

Balance the parking needs and desires of various users-residents, students, workers, and visitors

### 08 Land Use Coordination

Coordinate land use policy and transportation planning

### 09 Air Travel

Facilitate the movement of passengers through Newark Liberty International Airport via enhanced transit access and improvements in roadway circulation

*The following is an abridged version of the full Mobility Element of the Newark Master Plan. For reference and ease of use, it includes a brief description of some of the critical issues facing Newark's transportation networks, as well as all related Master Plan goals, objectives, strategies, and actions. A more detailed description and assessment of Newark's transportation system is provided in the full Mobility Element. Citations of sources for data and information contained in this chapter can also be found in the Mobility Element.*

Newark serves as a major transportation hub for the movement of people and goods by a variety of modes and facilities. Its transportation system consists of rail and bus transit, roadways and sidewalks, parking, rail freight, and air and seaports serving local, regional, national, and international markets. Approximately one third of the area of the city is dedicated to transportation facilities. These networks offer extraordinary connectivity and accessibility and are undoubtedly some of Newark's greatest assets.

Newark's current transportation system reflects the city's origins in the 17th century. The intersection of Broad and Market Streets forms the axis around which Newark's first settlement was subdivided, and today it continues to serve as the primary downtown cross roads. The 18th century saw links developing to other towns. Ferry Street connected Newark to New York City and further east via ferries across the Passaic, Hackensack, and Hudson Rivers. Other roads radiating from the core connected Newark with towns to the north, south, and west, eventually becoming the major avenues leading to the downtown core. In the early 19th century, the Morris Canal was built through Newark to move goods to developing markets in northern New Jersey and Pennsylvania. Passenger rail was also introduced in the latter half of the century, with Newark being a major stop along the line connecting Philadelphia to New York.

During the 20th century, important components of the system were constructed, including streetcars and the Newark Light Rail (which utilized the abandoned Morris Canal right of way), the major train station built by the Pennsylvania Railroad, and the inter-urban Hudson and Manhattan Railroad (the modern-day PATH). This century also gave rise to the internal combustion engine and the automobile era. The Holland Tunnel and Pulaski Skyway were built, providing direct vehicular access between New York City and Newark. Following World War II, rapid growth in car ownership and the construction of highways accelerated the outward expansion of urban populations to the suburbs and radically changed the dynamics of the transportation system, as streetcar lines were converted to bus lines. Newark Liberty International Airport

# Newark serves as a major transportation hub for the movement of people and goods by a variety of modes and facilities

and Port Newark grew rapidly during this century to become major international gateways for the movement of passengers and cargo. This Mobility Element will set the stage for the first half of the 21st century.

## Transportation Governance

Newark's transportation networks are operated and maintained by a number of agencies and private operators, including the City of Newark, Essex County, the New Jersey Department of Transportation (NJDOT), NJ TRANSIT, the Port Authority of New York and New Jersey (PANYNJ), Amtrak, and private rail and bus companies.

Newark's municipal government has a number of responsibilities related to transportation planning and engineering activities within the city. The Division of Traffic and Signals in the Department of Engineering oversees the planning, development, construction, replacement, and operation of the city's roadway infrastructure, while the Department of Economic and Housing Development provides guidance in activities related to land use and real estate, economic development, streetscapes and the public realm, and environmental systems.

The city does not currently have a department or individual with overall responsibility for the coordination of Newark's transportation policy, planning, and implementation, or to manage external relations with local public and private operating agencies, the business community, and residents. Because transportation will play such an important role in Newark's future, the City will explore opportunities to appoint a transportation coordinator with jurisdiction over all municipal departments affecting transportation. This position would also be responsible for coordinating and setting priorities with other public and private stakeholders.



## 01. Public Transit

### Increase the use of transit by residents, commuters, and visitors to/from and within the city

Public transit in Newark consists of rail and bus service. NJ TRANSIT operates commuter rail service on the Northeast Corridor, Raritan Valley, North Jersey Coast, Montclair-Boonton, and Morris and Essex Lines, as well as the Newark Light Rail system. PANYNJ owns and operates a rail rapid transit (i.e., subway) system called the Port Authority Trans-Hudson, or PATH, and the AirTrain connecting the Northeast Corridor with Newark's airport terminals. Finally, Amtrak owns and operates regional and national rail service along the Northeast Corridor line. Major transit stations in Newark include Penn Station (bus, light rail, commuter rail, rail rapid transit, and regional rail), Broad Street Station (bus, light rail, and commuter rail), and Newark

Liberty International Airport Station (commuter rail, regional rail, and airport monorail).

Rail ridership on NJ TRANSIT's commuter lines serving Newark has increased significantly between 1990 and 2011 – from about 20 million to more than 30 million passengers, respectively. Ridership on the Newark Light Rail has also increased overall, from less than four million passengers in 1990 to 5.5 million passengers in 2011.

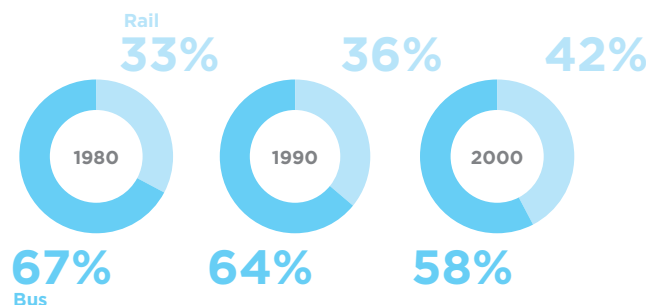
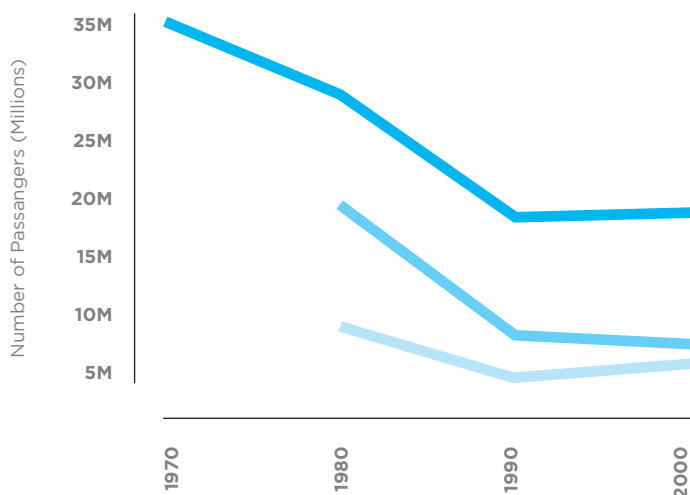
NJ TRANSIT operates an extensive local and regional bus network in Newark consisting of 46 local, commuter, and long-distance bus routes and approximately 800 stops and stations. The system is well patronized, with nearly 54 million passenger trips in 2011. However, while all Newark residents live within a quarter mile (or about a five-minute walk) of a bus line, there remain gaps



Source: NJ TRANSIT

**FIG 5.1:** Historical Transit Ridership for Downtown Newark Workers  
Newark, NJ, 1970-2000

■ Total Transit Ridership  
■ Bus Ridership  
■ Rail Ridership



in bus route coverage and service, including limited service to employment hubs in the port area and other regional commercial districts. Other public and private carriers are serving some of these routes.

Despite the fact that transit ridership has increased statewide and throughout the NJ TRANSIT system, the use of transit by those travelling to/from and within Newark has decreased dramatically over the past 40 years. In 2000, for example, only 26% of downtown commuters arrived via transit, compared to 50% in 1970. At the same time, the reliance on the automobile for the commuting population and the amount of land devoted to parking has proportionately increased. This shift to the automobile has created congestion, which has a detrimental effect on all aspects of surface transit, pedestrian safety, and ultimately, Newark's economic vitality.

Newark's existing transit system has limitations when it comes to serving the needs of Newark residents who work both inside and outside of the city. Newark has one of the lowest car ownership rates in the state (more than 39% of all households do not own a car), yet many residents find that walking or carpooling is more convenient or cost effective than using transit. One of the most commonly cited issues is an accessibility gap between residents' homes and their workplace. For instance, bus service to the port

area, where 21% of Newark's jobs are located, is limited, and no rail service exists. Additionally, 60% of the local workforce does not actually work in Newark, commuting instead to outlying suburbs where bus and rail service is limited or non-existent. Finally, while some of Newark's light rail stations are new and easily accessible, others are aging, in poor condition, and/or in need of rehabilitation, and the schedule and fare associated with the light rail service between Penn and Broad Street Stations limits ridership. NJ TRANSIT is addressing some of these issues through the implementation of the recommendations contained within the Greater Newark Bus Study, as well as its capital improvement program of station improvements on the light rail system.

## General

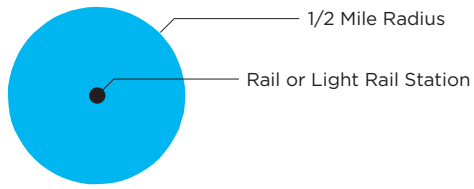
### Strategy 1.1

## Proactively ensure the maintenance and enhancement of the public transit system serving Newark

**1.1.1 Create a senior level position of transportation/transit coordinator for the city within the Mayor's Office that would**

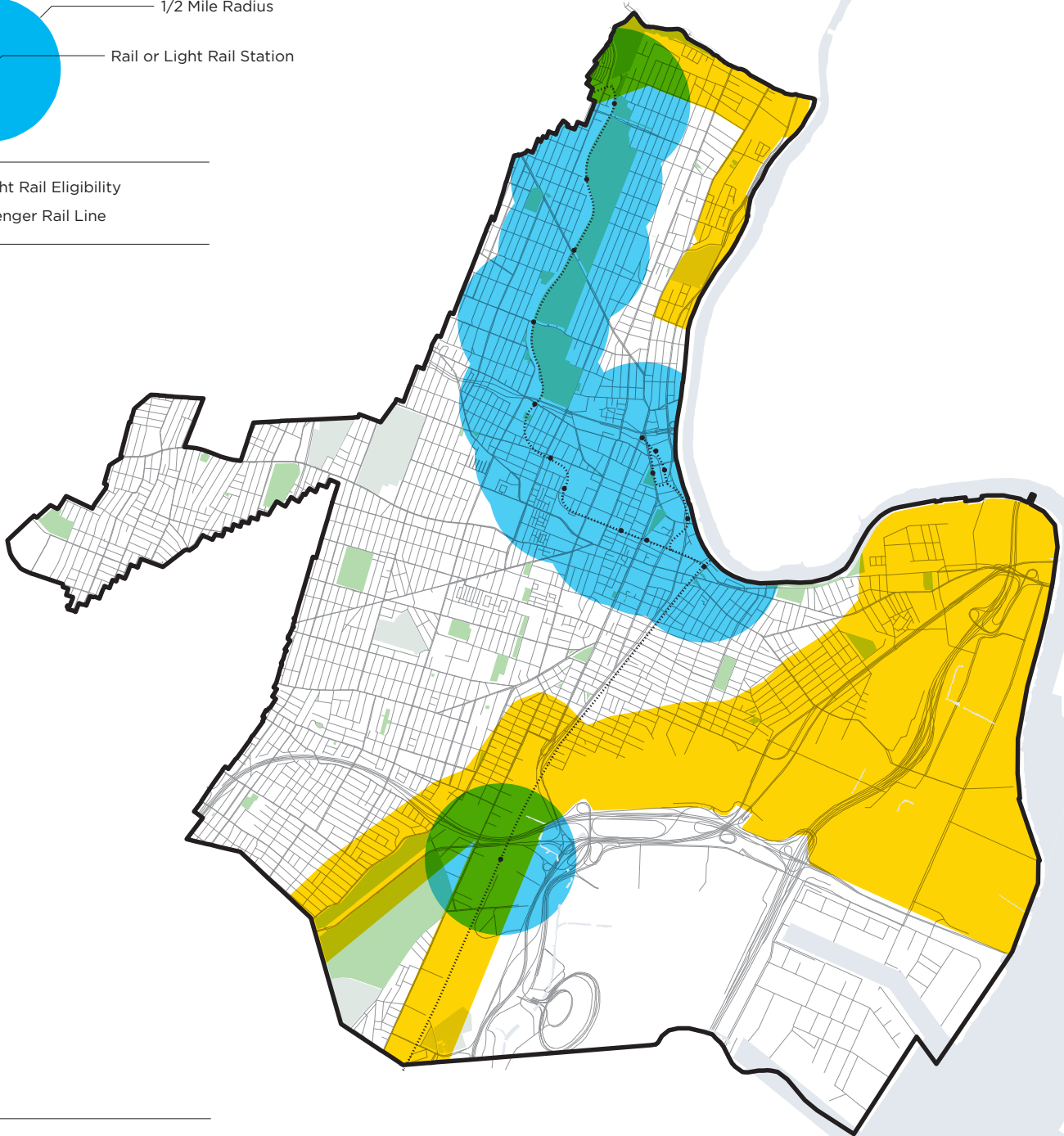
**FIG 5.2:** Urban Transit Hub Tax  
Credit Program

Eligible Project Areas  
Newark, NJ, 2012



Freight Rail Eligibility

Passenger Rail Line



Source: City of Newark

Orientation

Scale



0 1 mi.



be responsible for coordinating transportation functions and prioritizing, lobbying, and monitoring key projects being developed by outside agencies

### Strategy 1.2

**Encourage transit-oriented development (TOD) and use of the Urban Transit Hub Program at all the appropriate station locations, with an emphasis on Newark Penn, Broad Street, Orange Street, and Newark Liberty International Airport Stations**

**1.2.1** Work with NJ TRANSIT to identify potential TOD opportunities at all existing stations and major bus hubs

**1.2.2** Identify and secure available funding sources and incentives

**1.2.3** Develop a marketing program to encourage Newark TOD opportunities

**1.2.4** Market and assemble properties appropriate for TOD

**1.2.5** Create a clearing house to assist TOD developers

### Strategy 1.3

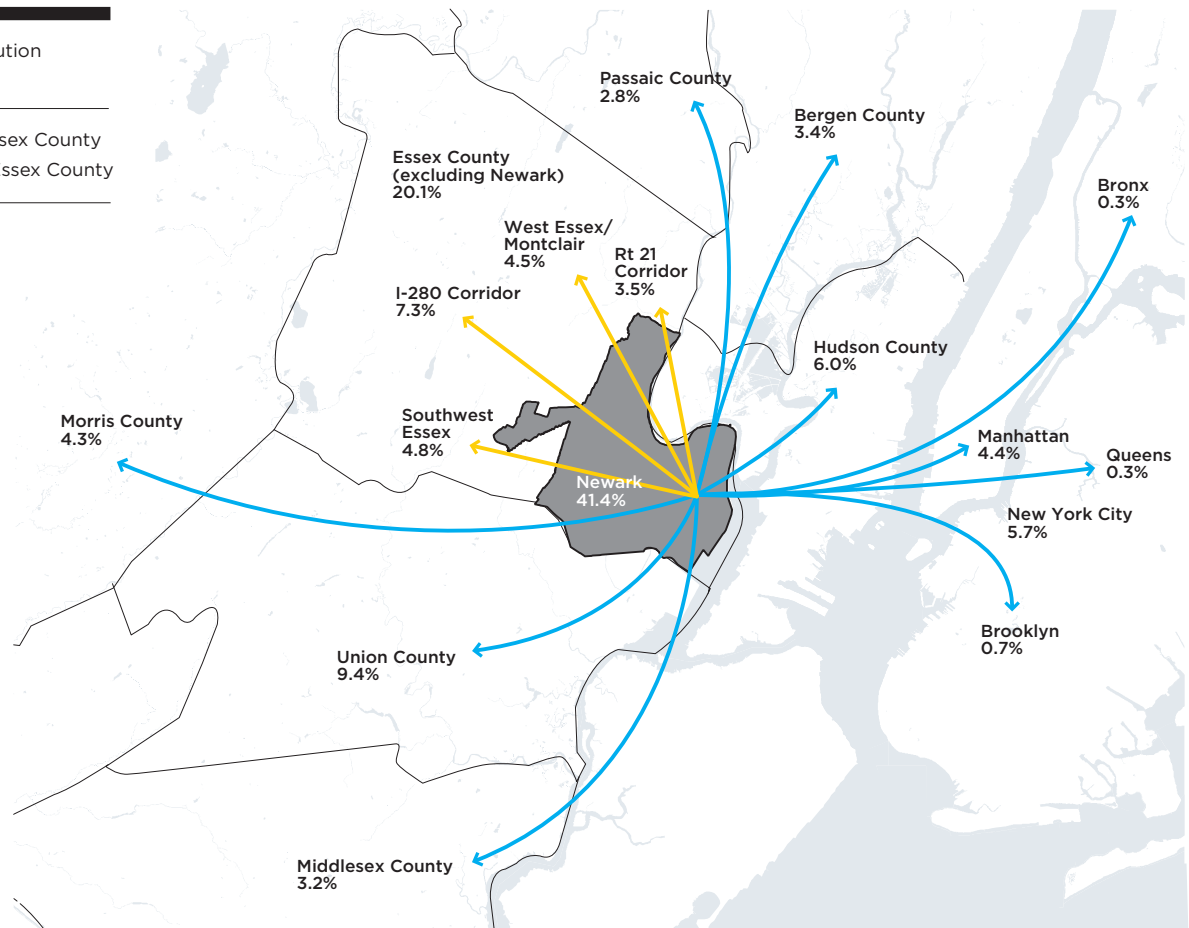
**Work with NJ TRANSIT, PANYNJ, and others to advocate for transit cost competitiveness when compared to automobile travel**

**1.3.1** Petition State and Federal governments to maintain sufficient funding sources to minimize/prevent future transit fare increases

**1.3.2** Lobby State and Federal governments to increase the pretax transit spending limits

**FIG 5.3:** Workforce Distribution  
Newark, NJ, 2012

→ Commuting within Essex County  
→ Commuting outside Essex County



Source: City of Newark

Broad Street Station



**1.3.3 Advocate for a fair and equitable transit fare policy for Newark residents and workers**

**1.3.4 Offer transit promotions and discounts in conjunction with events held at entertainment destinations within the city**

**1.3.5 Work with PANYNJ, NJ TRANSIT, and other public transit operators to create a single universal fare card for all public transit systems, including NJ TRANSIT and PATH**

#### Strategy 1.4

**Work with NJ TRANSIT to monitor reliability and adherence to bus, commuter rail, and light rail schedules**

**1.4.1 Work with NJ TRANSIT to improve the results of its ridership ScoreCard and identify reasons for customer dissatisfaction**

**1.4.2 Develop a working group that includes city Engineering and Planning, Essex County Engineering and Planning, and NJ TRANSIT officials to continue to improve bus travel times through measures, such as transit signal priority, bus stop consolidation, and others, to reduce congestion along major bus routes**

#### Strategy 1.5

**Provide a responsive network of taxis, car shares, shuttle buses, and other services (such as EZ Ride, which is a publicly funded program to provide complementary public transit service) to fill the gaps that are not addressed by the fixed-route public transit system**

**1.5.1 Work with car share providers to expand the current car share availability in the downtown and on the university campuses**

**1.5.2 Support the use of JARC and other federal funding sources, and collaborate with Essex County in the administration of JARC funds to ensure service for Newark residents who work outside the city**

**Strategy 1.6****Increase commuter transit ridership into the downtown via Newark Penn and Broad Street Stations**

**1.6.1** Commission a parking strategy study for the downtown to evaluate the effects of the parking supply and current/past parking policies on transit use

**1.6.2** Reduce the parking requirements for properties located within redevelopment plan areas in the downtown to be consistent with the Land Use Element recommendations and the proposed zoning changes

**1.6.3** Consider increases in parking taxation for the public parking facilities located within the redevelopment plan areas in the downtown

**1.6.4** Improve the safety and security of the pedestrian corridors/environment to/from and surrounding the stations

**Strategy 1.7****Increase transit ridership by the university community**

**1.7.1** Encourage increased ridership through the development and expansion of transit discount programs offered by the universities and/or NJ TRANSIT

**1.7.2** Limit the availability and/or subsidization of student and faculty parking

**1.7.3** Improve security on pedestrian routes between universities and transit stations

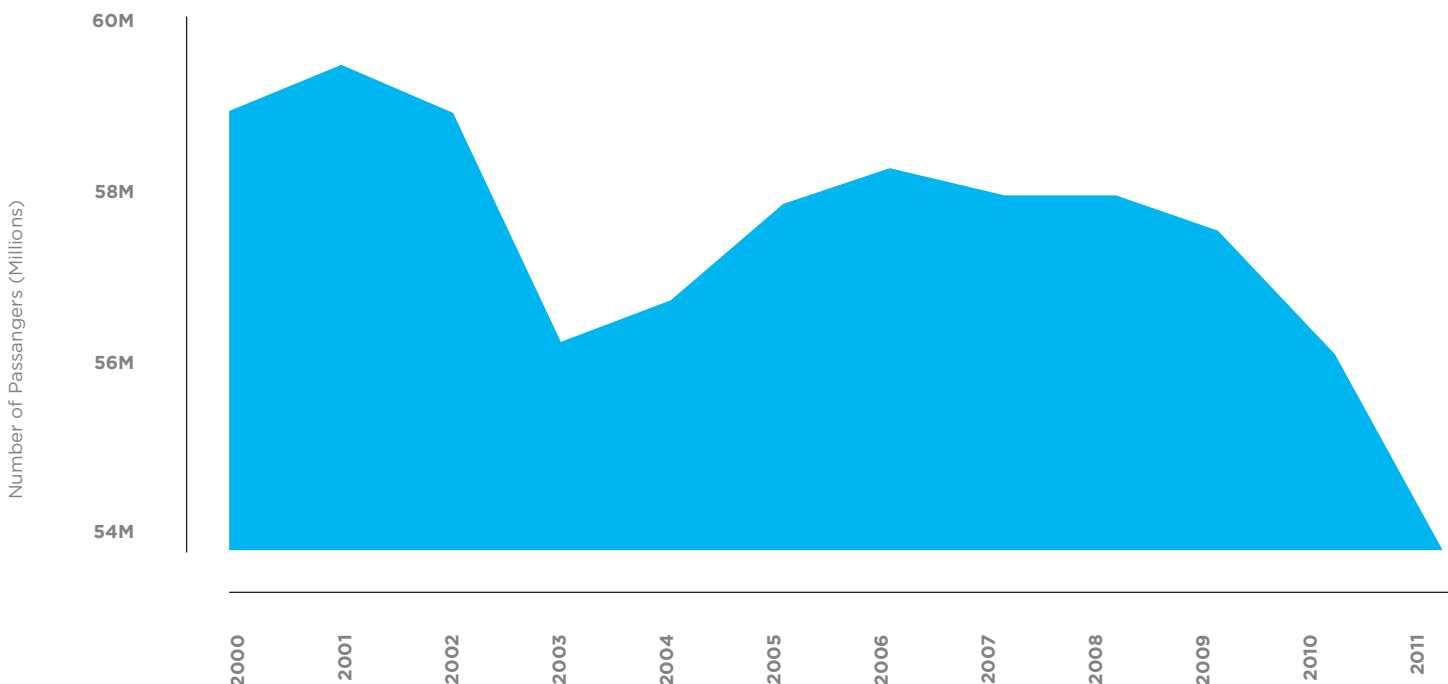
**1.7.4** Encourage university community use of shuttle bus routes to and from commuter and light rail stations, as well as future remote parking facilities

**1.7.5** Create a student guide to NJ TRANSIT and provide information packets during new/transfer student orientation

**1.7.6** Develop a transit education program to teach students, faculty, and administrators how to use transit

Source: NJ TRANSIT

**FIG 5.4:** Annual Bus Ridership  
Newark, NJ, 2000-2010





## Bus Transit

### Strategy 1.8

#### Increase bus transit usage for trips within and outside of the city

**1.8.1** Work with NJ TRANSIT to enhance bus service and seek to advance Bus Rapid Transit (BRT) expansion and bus preferential treatments along existing bus corridors and corridors leading to the port and other employment centers

**1.8.2** Work with NJ TRANSIT to improve bus service (e.g., schedules, routes, and timetables) to existing and proposed large-scale shopping centers, universities and colleges, cultural centers, and new riverfront destinations

**1.8.3** Work with NJ TRANSIT to ensure adequate and safe pick up and drop off areas at each bus stop location

**1.8.4** Work with NJ TRANSIT to enhance weeknight and weekend bus service, particularly to the port and airport, University Heights, and other areas where workers and/or students need late-night and/or weekend services

**1.8.5** Encourage the implementation of the Greater Newark Bus study recommendations to expand the Go 28 and create the Go 1 and Go 24 buses

**1.8.6** Work with NJ TRANSIT to encourage the implementation of the Greater Newark Bus study recommendation to restructure Route 40 and create a new Route 18 and Route 33 port shuttle to improve access to the airport

**1.8.7** Work with NJ TRANSIT to encourage the implementation of the Greater Newark Bus study recommendation to expand Route 94 and Route 99 to create intermodal connection opportunities along these routes

**1.8.8** Consider re-activating shuttle services to transport school children to/from after-school activities at Newark's cultural centers

**1.8.9** Work with NJ TRANSIT to ensure there is adequate discussion and input with the municipal government prior to deciding to eliminate any bus routes within Newark

*See Appendix B of the Mobility Element for a summary of recommendations contained in NJ TRANSIT's Greater Newark Bus Study.*

### Strategy 1.9

#### Improve the marketing of bus service to city workers, residents, and students

**1.9.1** Improve public information, including schedules, routes, wayfinding, and real-time transit information, at bus stops

**1.9.2** Work with the colleges and universities to improve/simplify the buying process and better market transit service to students, including NJ TRANSIT's StudentPass program, as well as faculty and staff

## Newark Light Rail

### Strategy 1.10

#### Maintain and improve the existing Newark Light Rail system

**1.10.1** Work with NJ TRANSIT to increase ridership rates on the Broad Street Extension by increasing service levels on the Broad Street Extension to be more consistent with those between Newark Penn Station and Grove Street, Bloomfield

**1.10.2** Work with NJ TRANSIT to improve stations, station security, and station access at all existing light rail stations

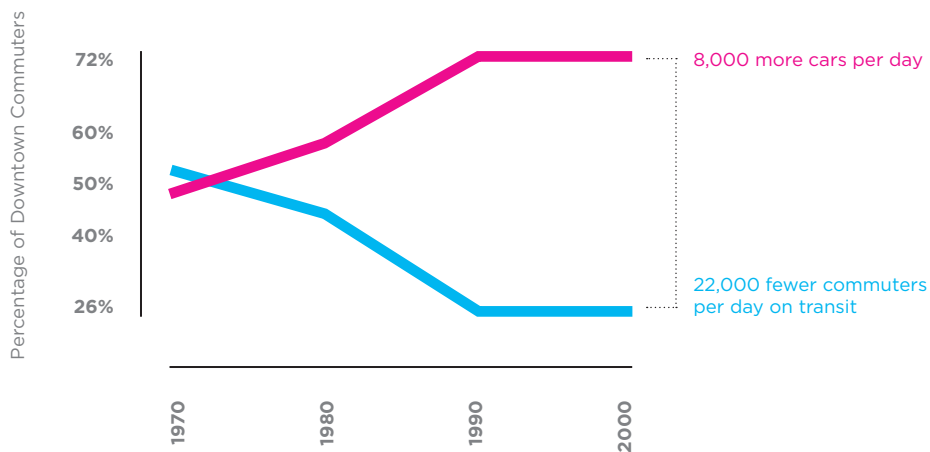
**1.10.3** Facilitate and support the NJ TRANSIT capital improvement station infrastructure upgrades approved for Bloomfield Avenue Station and support proposed improvements at the Davenport Avenue Station and Norfolk Street Station

**1.10.4** Work with NJ TRANSIT to identify additional station infrastructure improvements

**1.10.5** Work with NJ TRANSIT to develop possible improvements to running time, headway, and schedule for the Broad Street Extension via the development of a demonstration program with shorter headways

**FIG 5.5:** Commute Mode Shift for  
Downtown Newark Workers  
Newark, NJ, 1970-2000

■ Commuters via Car  
■ Commuters via Transit



Source: NJ TRANSIT

**1.10.6** Facilitate and support the provision and/or maintenance of appropriate sidewalks, ADA facilities, crosswalks, and lighting adjacent to the light rail stations

**1.10.7** Facilitate and support the provision of taxi stands at each of the light rail stations

**1.10.8** Work with NJ TRANSIT to establish a rate structure along the Broad Street Extension that is proportional to the rest of the system

**1.10.9** Work with NJ TRANSIT to evaluate signal timing at all light rail crossings and upgrade signal controllers so that they can effectively accommodate the light rail

#### Strategy 1.11

**Work with NJ TRANSIT to analyze potential extensions of fixed guideway rail systems, such as Newark Light Rail or new streetcar services**

**1.11.1** Work with NJ TRANSIT to examine future land use, parking and economic development patterns, plans, and

regulatory actions that can complement future potential public transit expansions

**1.11.2** Investigate extensions of light rail service to Lincoln Park, Orange Branch (the abandoned Boonton Line with intercept at Route 21), the North Ward, and the Market Street/Ferry Street corridor through the Ironbound to the port area

**1.11.3** Identify and preserve rights-of-way in Newark for future Light Rail extensions

## Commuter Rail

#### Strategy 1.12

**Increase utilization and ridership at the Newark Liberty International Airport (EWR) Station**

**1.12.1** Work with NJ TRANSIT, PANYNJ, and the Federal Aviation Administration to explore elimination of the Passenger Facility Charge (PFC) restrictions on use of the station by non-airport patrons

**1.12.2** Identify properties surrounding the Newark Liberty International Airport (EWR) Station for TOD development to support station activities

**1.12.3** Create a park-and-ride facility at Newark Liberty International Airport (EWR) Station for intercept parking and to accommodate the dropping-off and picking-up of passengers

**1.12.4** Investigate the addition of local bus service to the Newark Liberty International Airport (EWR) Station to enhance the station as a multi-modal hub

#### Strategy 1.13

**Improve ridership experience along the existing lines (convenience, comfort, reliability, and price)**

**1.13.1** Support NJ TRANSIT's program to maintain and upgrade the fleet of railcars, including bi-level coaches and dual mode locomotives

#### Strategy 1.14

**Improve the condition of the existing stations**

**1.14.1** Work with NJ TRANSIT to support continual improvements in the dissemination of information to the travelling public

**1.14.2** Work with NJ TRANSIT to support continual improvements and upgrades to the safety and security measures within and surrounding the stations (e.g., lighting, staff presence)

#### Strategy 1.15

**Improve congestion and access issues at and around Newark Penn Station**

**1.15.1** Implement Raymond Plaza West improvements

**1.15.2** Work with NJ TRANSIT to develop strategies to mitigate congestion issues around Newark Penn Station

## Rail Rapid Transit (PATH)

#### Strategy 1.16

**Improve the passenger experience at Newark Penn Station**

**1.16.1** Work with NJ TRANSIT and PANYNJ to improve the accessibility and aesthetic appeal of entrances and platforms

**1.16.2** Increase the number of ticket vending machines (TVM) on the platform and elsewhere in the station

**1.16.3** Improve fare collection by introducing a single universal fare card

#### Strategy 1.17

**Improve PATH schedules during weekend and off-peak (evening) hours**

**1.17.1** Work with PANYNJ to reduce off-peak and weekend headways

**1.17.2** Work with PANYNJ to consider eliminating the need to route the Newark to 33rd Street trains through Hoboken during the weekend and off-peak (evening) hours

#### Strategy 1.18

**Extend PATH from Newark Penn Station to Newark Liberty International Airport (EWR) Station, with additional Newark stops considered**

**1.18.1** Work with the Newark Regional Business Partnership (NRBP), Regional Plan Association (RPA), PANYNJ, and others to advance evaluations, plans, and financing



## Amtrak

### Strategy 1.19

#### Facilitate and support the Amtrak Gateway Project, which will provide high-speed regional rail service to Newark Penn Station

**1.19.1** Work with Amtrak, the Federal Railroad Administration (FRA), NJ TRANSIT, NRBP, and others to ensure that the system of regional rail is modernized and upgraded to provide for future enhanced intercity and higher speed rail service and greater train capacity on the Northeast Corridor and additional trans-Hudson tunnel access

**1.19.2** Advocate for the implementation of key infrastructure projects that are vital to both Amtrak and NJ TRANSIT, such as: the Portal Bridge Replacement, electrical catenary and substation replacement on the Northeast Corridor, additional trans-Hudson tunnel access and improved access to/from midtown Manhattan and the New York Penn Station area

**1.19.3** Support replacement of Amtrak rail vehicles with new vehicles that can reach maximum speeds permissible by infrastructure upgrades; ensure the most modern standards of comfort and convenience for passengers

### Strategy 1.20

#### Increase service at the Newark Liberty International Airport (EWR) Station

**1.20.1** Work with Amtrak and NJ TRANSIT to provide additional peak hour and off-peak service to the Newark Liberty International Airport (EWR) Station



## 02. Local Accessibility, Pedestrians, and Bikes

### Connect neighborhoods to one another and to the various employment, recreation, entertainment, and waterfront destinations within the city

Many Newarkers either walk or depend on transit to get to work or other destinations within the city. During the master planning process, many expressed the need for improved access to local transit stops and everyday activities, whether to work, shop, go to school, visit a park, or obtain medical services, among other things. The business community expressed the need for better connections between the downtown and its adjacent neighborhoods, including the Ironbound and University Heights. Access to the Passaic Riverfront is currently limited due to difficulties in safely crossing Route 21 and Raymond Boulevard. Local pockets of traffic congestion, cut-through traffic, and truck traffic further hamper local access and delay travel times by bus. Furthermore, the city lacks facilities to support alternative modes of travel, such as by bicycle; there are currently only a few very short segments of bike lanes.

The development of a safe, interconnected system of pedestrian and bicycle paths is critical to improve resident access and mobility to essential services and opportunities, and the City has taken a number of steps in recent years to address this issue. Projects include extensive streetscape improvements along commercial corridors and in the downtown, as well as the installation of pedestrian wayfinding signage. The Riverfront Redevelopment Plan will ensure adequate public access to and along the Passaic River as it is redeveloped. Bike lanes that meet the comfort and safety needs of a range of potential cyclists are being installed on neighborhood streets and in the downtown. Safety (for pedestrians, cyclists, and vehicles) is recognized as a key component for enhancing local access and connectivity; it is addressed separately in this Element.

#### Strategy 2.1

### Improve vehicular circulation and accessibility within the city

**2.1.1 Enforce truck routes to maintain the character of the local streets**

**2.1.2 Coordinate traffic signals to optimize timing and create uniform traffic flow conditions and minimize congestion**

**2.1.3 Review signal timing on a routine basis to address changing conditions**

#### Strategy 2.2

### Develop a context-sensitive “complete streets” policy and program, including design standards, land use plans, and zoning regulations, that provides the highest level of integration between pedestrians, cyclists, and transit riders as appropriate based on surrounding land use and street types

**2.2.1 Develop and adopt a citywide complete streets policy**

**2.2.2 Create complete streets guidelines**

**2.2.3 Develop a program for the implementation of recommended complete streets investments**

*See Appendix D of the Mobility Element for more detailed information about developing and implementing a complete streets policy and program.*

**FIG 5.6:** Existing and Proposed Bicycle Infrastructure  
Newark, NJ, 2012

- Existing Bike Lane
- Proposed On-Street Route
- East Coast Greenway
- Proposed East Coast Greenway
- Proposed Off-Street Route
- Rail or Light Rail Station



Source: City of Newark Greenway Network Plan; Brick City Bike Collective; East Coast Greenway Alliance; Ice and Iron Trail Plan

Orientation      Scale

N

0      1 mi.



**Strategy 2.3**

**Provide a responsive network of taxis, carshares, jitneys, and other services to fill the gaps that are not addressed by the fixed-route public transit system**

**2.3.1** Work with business improvement districts (BIDs) and neighborhood associations to determine the need and feasibility of in-fill transit service

**2.3.2** Locate taxi stands and/or taxi contact information at all transit stations and major activity centers

**Strategy 2.4**

**Continue to enhance the city's pedestrian network**

**2.4.1** Adopt Newark's River: A Public Access and Redevelopment Plan to develop recommended parallel and perpendicular riverfront access

**2.4.2** Complete the Raymond Boulevard Pedestrian Access Improvement Plan

**2.4.3** Continue streetscape improvements on commercial corridors throughout the city

**2.4.4** Continue the Newark Downtown District (NDD) streetscape program

**2.4.5** Facilitate and support the implementation of the East Coast Greenway Plan

**2.4.6** Explore expansion of the Pedestrian Wayfinding Signage Program to other areas of the city

**2.4.7** Implement and expand the Safe Routes to Schools Program

**2.4.8** Devise a Safe Routes to Transit Program

**2.4.9** Strengthen connections and corridors between the downtown and various entertainment, dining, and educational opportunities, as well as residential neighborhoods

New bike lane on Washington Street between Broad Street and Raymond Boulevard



**2.4.10** Provide safe pedestrian accommodations across bridge structures that are critical for connectivity to jobs and transit

**2.4.11** Develop a citywide ADA transition plan to ensure compliance for all public transit stations, sidewalks, street crossings, and building entrances

#### Strategy 2.5

### Create a city-wide bicycle network that connects neighborhoods, parks, and the waterfront

**2.5.1** Develop a bike facility plan and design guidelines

**2.5.2** Stripe bike lanes when streets are resurfaced and as part of streetscape improvements following the general plan

**2.5.3** Complete the Irvine Turner Boulevard bike lanes

**2.5.4** Construct the Mount Prospect Avenue protected bike lanes

**2.5.5** Implement the East Coast Greenway Plan and identify potential additional greenways

**2.5.6** Require new development to provide bicycle amenities on the property and within the buildings

**2.5.7** Expand the current university bikeshare program to include other parking destinations throughout the city

*See Appendix C of the Mobility Element for more detailed information on the City's Bicycle Improvement Plan.*

#### Strategy 2.6

### Improve roadway connections to the Newark Liberty International Airport (EWR) Station for local traffic

**2.6.1** Improve connectivity and capacity along Haynes Avenue by facilitating and supporting NJDOT's Haynes Avenue project

**2.6.2** Improve connectivity and capacity along McClellan Street by facilitating and supporting the NJDOT McClellan Street project

## 03. Regional Connectivity

### Connect the city outward to the local, regional, and global infrastructure and the opportunities it affords

Newark is a major multi-modal transportation, employment, and entertainment/cultural hub for the northern New Jersey region. It is also a national and international gateway for travel by rail and air, respectively, and is host to the largest container port on the East Coast. The city needs to improve the ability of its residents, the regional workforce, visitors, and travelers to access these opportunities through better connections to the regional roadway and rail network, as well as Newark's air and seaports.

#### Strategy 3.1

### Improve access to/from employment centers and visitor destinations through better connections from the regional roadway network

#### 3.1.1 Promote improved utilization of existing vehicular gateways into the downtown, including:

- Elizabeth/Clinton Avenue to/from I-78
- Raymond Boulevard to/from the NJ Turnpike and Route 1 & 9
- Springfield Avenue, Lyons Avenue, and Central Avenue to/from the Garden State Parkway

#### 3.1.2 Evaluate proposals for an Orange Street Connector to/from I-280

#### 3.1.3 Continue to explore the continuation of the widening of Mulberry Street between Green Street and Route 21 for use as an alternative route to Broad Street

#### Strategy 3.2

### Increase the capacity and improve the traffic operating conditions of the regional roadway network serving Newark

#### 3.2.1 Facilitate and support NJDOT's modernization of Route 21 between Edison Place and Murray Street consistent with the pertinent City Council resolution

#### 3.2.2 Facilitate and support NJDOT with the programming and completion of the Route 21/I-280 interchange project

#### 3.2.3 Facilitate and support NJDOT's programming of Route 21 geometric and safety improvements at the north end of the city (e.g., improved alignment and waterfront access)

#### 3.2.4 Evaluate and consider potential roadway/intersection improvements for high congestion areas (as identified in the regional traffic model)

#### Strategy 3.3

### Improve physical connections between Frelinghuysen Avenue, the airport, and the port area

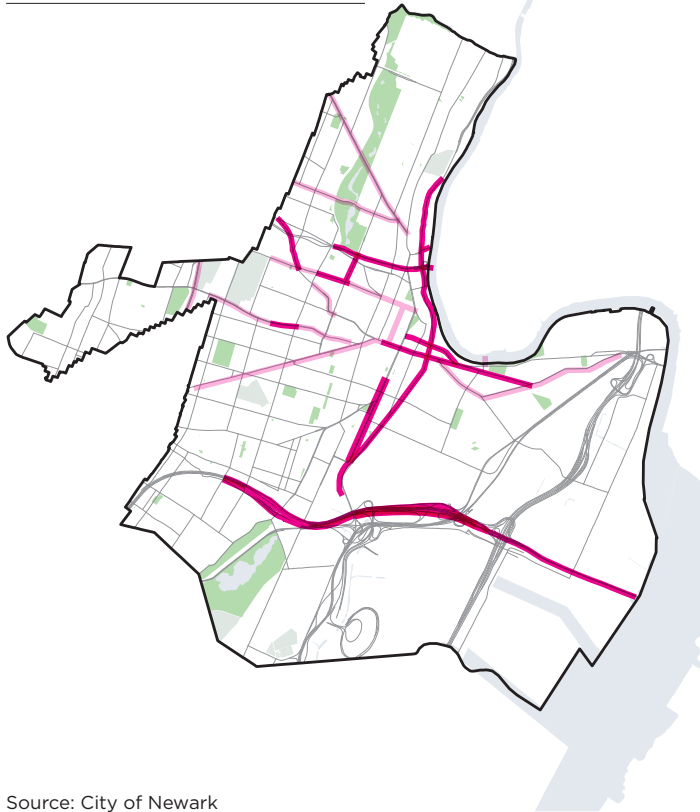
#### 3.3.1 Improve connectivity and capacity along Haynes Avenue by facilitating and supporting NJDOT's Haynes Avenue project

#### 3.3.2 Improve connectivity and capacity along McClellan Street by facilitating and supporting NJDOT's McClellan Street project



**FIG 5.7:** AM Peak Roadway Congestion  
Newark, NJ, 2012

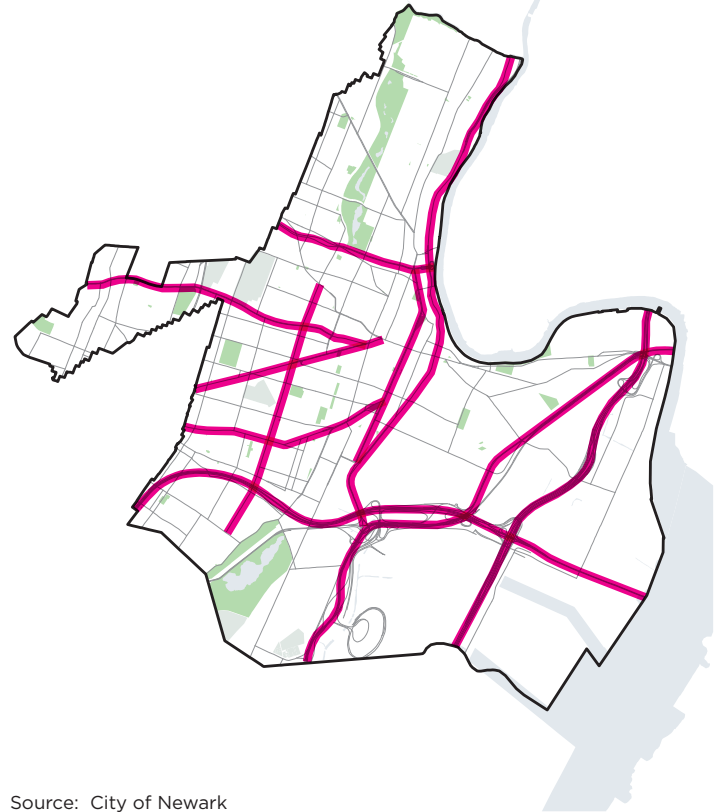
Severe Congestion  
Moderate Congestion



Source: City of Newark

**FIG 5.8:** High Accident Corridors for Vehicles  
Newark, NJ, 2012

High Accident Corridor



Source: City of Newark

### Strategy 3.4

**Extend PATH from Newark Penn Station to Newark Liberty International Airport (EWR) Station, with additional Newark stops considered.**

**3.4.1** Work with the Newark Regional Business Partnership (NRBP), Regional Plan Association (RPA), PANYNJ and others to advance evaluations, plans, and financing

### Strategy 3.5

**Improve connections and access from Newark's neighborhoods to the regional transit system through bus and light rail systems**

**3.5.1** Investigate the creation of a bus transfer facility at the Newark Liberty International Airport station and review fare structure for employees

**3.5.2** Provide and/or maintain appropriate and safe sidewalks, crosswalks, and bike facilities adjacent to stations/stops

**Strategy 3.6****Work with NJ TRANSIT to expand the Go Bus system to provide connections between neighborhoods and job centers**

**3.6.1** Expand the Go Bus program by extending the existing Go Bus routes and adding additional routes to serve city neighborhoods and suburban communities for internal and external destinations

**3.6.2** Expand the use of bus priority treatments, including transit signal priority, exclusive bus lanes, and other measures, along new and existing Go Bus corridors

**3.6.3** Work with Essex County to evaluate the ability of JARC-funded services to fill existing gaps in service

## 04. Traffic Circulation

### Adequately accommodate vehicular traffic and minimize congestion along city streets and the regional roadway system

Roadway congestion is directly related to several of the underlying issues currently facing the city's transportation system. The underutilization of transit by Newark workers, students, and residents means more people drive into the city – particularly to the downtown and universities, which offer an ample parking supply that tends to further attract people to use their automobile.

The increased use of the automobile within the city, combined with the physical limitations of the regional roadways and the local city grid system, results in daily congestion at many locations. These locations were identified through traffic modeling utilizing the North Jersey Regional Transportation Model-Enhanced (NJRTM-E) and were confirmed by the experience of the City's

traffic engineers. Congestion has been identified along the primary regional roads leading into and out of the city, as well as at several local and County intersections that provide access to the downtown and university areas.

Daily congestion has negative impacts in several regards. For example, Newark's surface transit system is unable to perform at peak efficiency, emergency service responses are hindered, and overall driver frustration leads to more aggressive driving and a decrease in overall safety. Congestion on Newark's roadways also needs to be minimized in order to adequately and efficiently accommodate new development and residential and economic growth. While there are engineering and technology advances that could provide some level of improvement to the congestion experienced at certain locations, these interventions will only be successful if paired with a major shift in the utilization of transit within and to/from Newark.





**Strategy 4.1****Mitigate existing and future congestion hotspots throughout the city, as identified by the Mobility Element modeling results**

**4.1.1** Complete the Broad Street traffic signal optimization program

**4.1.2** Explore the continuation of the widening of Mulberry Street between Green Street and Route 21 for use as an alternative route to Broad Street

**4.1.3** Facilitate and support NJDOT's project to complete the modernization of Route 21 between Edison Place and Murray Street consistent with pertinent City Council resolution

**4.1.4** Facilitate and support NJDOT with the programming and completion of the Route 21/I-280 interchange project

**4.1.5** Facilitate and support NJDOT with the programming of the Route 21 geometric and safety improvements at the north end of the city (improved alignment and waterfront access north of I-280)

**4.1.6** Evaluate proposals for an Orange Street Connector to/from I-280, which may include development of the Orange Street Light Rail Station as a park-n-ride and bus transfer site

**4.1.7** Improve traffic flow on Springfield Avenue, Lyons Avenue, and Central Avenue

**4.1.8** Facilitate and support the completion of roadway and intersection improvements surrounding Penn Station

**4.1.9** Improve the enforcement of peak hour parking restrictions to maintain travel lanes at critical locations throughout the city, including the roadways surrounding schools and downtown bus lanes

**Strategy 4.2****Develop Transportation Demand Management (TDM) strategies for the downtown and university campuses**

**4.2.1** Encourage downtown employers to institute TDM, commuter tax benefits, and alternative transportation options to the workplace

**4.2.2** Encourage a TDM partnership between NJ TRANSIT and the universities (as described in the 2007 Alan M. Voorhees Transportation Center report prepared for Rutgers University)

**4.2.3** Increase the availability and convenience of carpooling and vanpooling to minimize single-occupancy vehicles

**4.2.4** Encourage the expansion of car sharing locations on public and private property by relaxing the zoning/parking standards that would preclude use

**4.2.5** Allow the reduction of on-site parking requirements through the use of car sharing programs

**Strategy 4.3****Through a parking management study, develop a parking management plan that encourages transit and reduces the reliance on automobile use into the downtown and University Heights**

**4.3.1** Develop appropriate parking standards for new development to be consistent with the Land Use Element recommendations and the proposed zoning changes

**4.3.2** Encourage the creation of intercept parking facilities outside of the downtown at the Orange Street Light Rail Station, the Newark Liberty International Airport (EWR) Station, and at Route 21 if Newark Light Rail is extended over the abandoned Boonton Line

**4.3.3** Reduce the parking requirements for the properties located within redevelopment plan areas in the downtown to be consistent with the Land Use Element recommendations and the proposed zoning changes

**4.3.4** Limit commuter parking in the downtown through zoning and land use regulations

#### Strategy 4.4

### Improve the movement of traffic through the use of adaptive traffic signal systems

**4.4.1** Complete the downtown pilot project for adaptive traffic signal systems

**4.4.2** Obtain funding for the establishment of a Traffic Control Center

**4.4.3** Work with NJDOT to optimize signal timing along the Route 21 corridor

**4.4.4** Work with Essex County to optimize signal timing along County roadways and at the gateways into the city

**4.4.5** Coordinate traffic signals to optimize timing and create uniform traffic flow conditions and minimize congestion

**4.4.6** Review signal timing on a routine basis to address changing conditions

**4.4.7** Utilize Intelligent Transportation Systems (ITS) strategies to operate and monitor intersections within a centralized traffic control center

**4.4.8** Increase the use of Variable Message Signs (VMS) along the critical corridors

#### Strategy 4.5

### Encourage and enforce the use of designated truck routes

**4.5.1** Clearly designate truck routes via upgraded signage throughout the city

**4.5.2** Improve traffic flow along truck routes by providing coordinated traffic signal systems

**4.5.3** Enforce the use of designated truck routes through the city

**4.5.4** Enforce anti-idling laws for trucks throughout the city

**4.5.6** Designate overnight truck parking facilities in or near the port

#### Strategy 4.6

### Retain the existing street network and the traffic circulation benefits afforded by the city grid

**4.6.1** Encourage provision of secondary access points to minimize reliance on a single driveway

**4.6.2** Develop access management plans for key corridors (encourage shared access and cross access agreements between adjacent property owners to minimize curb cuts)

**4.6.3** Discourage cul-de-sac design for new residential development

## 05. Safety

### Improve the safety of streets and intersections for all users

One of the biggest concerns expressed by Newark residents was the need to improve the safety of streets and intersections for all users – but most especially for pedestrians. Newark has the ingredients of a great walking city, with a well-connected street grid (typically with sidewalks) and a variety of land uses and densities that support walking. However, since 2005, there have been 2,320 pedestrian accidents and 41 pedestrian fatalities, which is greater than the national average; as a result, Newark was recently designated one of 26 Pedestrian Focus Cities by the Federal Highway Administration to focus additional resources that can help reduce pedestrian fatalities. The streets in Newark with the most fatalities are Broad Street and Route 21, which each experienced six pedestrian deaths since 2005.

Pedestrian and bicycle safety is a key attribute missing today from the fabric of the city's transportation network. Newark has a number of high-accident corridors and intersections that require safety enhancements to reduce the number of pedestrian, bicycle, and vehicular crashes. In addition to Broad Street and Route 21, these include Bergen Street, Bloomfield Avenue, Clinton Avenue, Route 1 & 9, South Orange Avenue, and Springfield Avenue, among others.

Despite the absence of a pedestrian master plan, Newark is engaged in a number of initiatives to improve pedestrian safety, including: NJDOT Safe Routes to School improvements, a range of traffic calming measures on residential and commercial streets, traffic calming studies for the Central and West Wards, and red light enforcement cameras. Independent initiatives include an East Coast Greenway “walking school bus” pilot program and a New Jersey Trauma Center hot spot mapping and targeted education project.

In addition to implementing safety enhancements at some of the most dangerous intersections, as well as around schools and other critical facilities, the city would benefit from a comprehensive “complete streets” policy and implementation program. Complete streets are intended to serve all users comfortably and safely, whether they are on foot, on a bike, in a car, or on a bus, whether

they are able-bodied or have a disability, or whether they are young or elderly.

#### Strategy 5.1

### Improve vehicular safety throughout the city

**5.1.1 Conduct intersection safety audits at high crash locations**

**5.1.2 Advance recommendations from the NJTPA Regional Safety Priority Location Report**

**5.1.3 Expand the existing Project Red Light camera enforcement program**

**5.1.4 Ensure that traffic signal phasing and timing are in accordance with the Manual on Uniform Traffic Control Devices (MUTCD) guidelines and are appropriate for each intersection**

**5.1.5 Ensure compliance with traffic safety laws (e.g., cell phone usage, seatbelts, stopping for pedestrians in crosswalks, pedestrian jaywalking)**

**5.1.6 Develop a traffic safety education program for all drivers and pedestrians (particularly young and old)**

**5.1.7 Ensure that appropriate sight lines are provided at each intersection**

**5.1.8 Explore expansion of the wayfinding signage program to other areas of the city**

#### Strategy 5.2

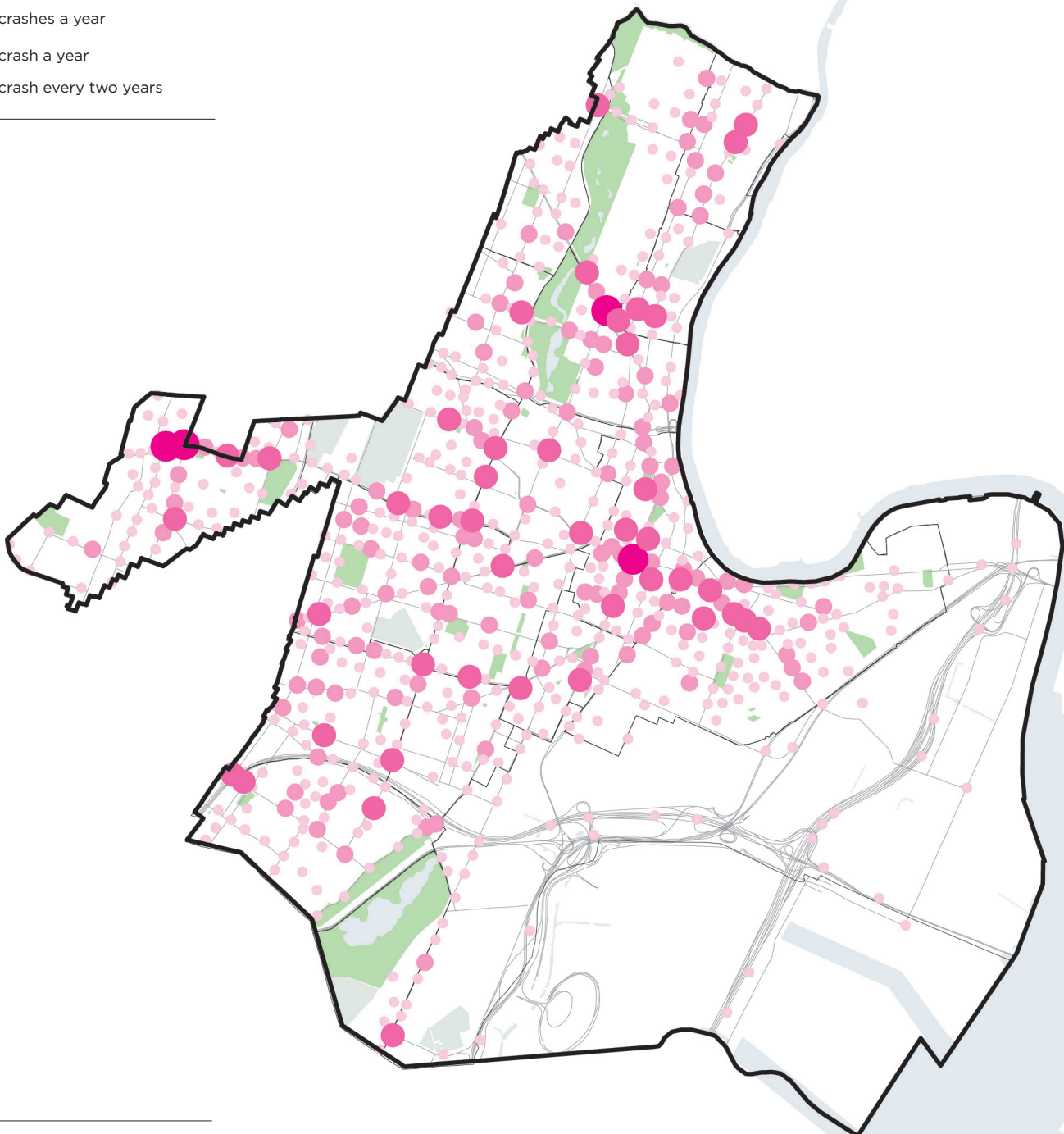
### Improve safety and access to bus stops

**5.1.1 Develop citywide guidelines and standards for bus shelters, considering ADA compliance, personal safety, and security as key criteria**



**FIG 5.9:** Pedestrian-Vehicle Crashes  
Newark, NJ, 2003-2010

- More than two crashes a year
- Two crashes a year
- One crash a year
- One crash every two years



Source: Rutgers 2011 Pedestrian Safety Tracking Report

Orientation

Scale

### 5.1.2 Based on the Citywide standards, upgrade existing and add new bus shelters at key bus stops

#### Strategy 5.3

Develop a context-sensitive “complete streets” policy and program, including design standards, land use plans, and zoning regulations, that provides the highest level of integration between pedestrians, cyclists, and transit riders as appropriate based on surrounding land use and street types

##### 5.3.1 Develop and adopt a citywide complete streets policy

##### 5.3.2 Create complete streets guidelines

##### 5.3.3 Develop a program for the implementation of recommended complete streets investments

See Appendix D of the Mobility Element for more detailed information about developing and implementing a complete streets policy and program.

#### Strategy 5.4

Improve bicycle safety throughout the city

##### 5.4.1 Develop a bike facility plan and design guidelines

##### 5.4.2 Create a bicycle safety education program within the Newark Public School system

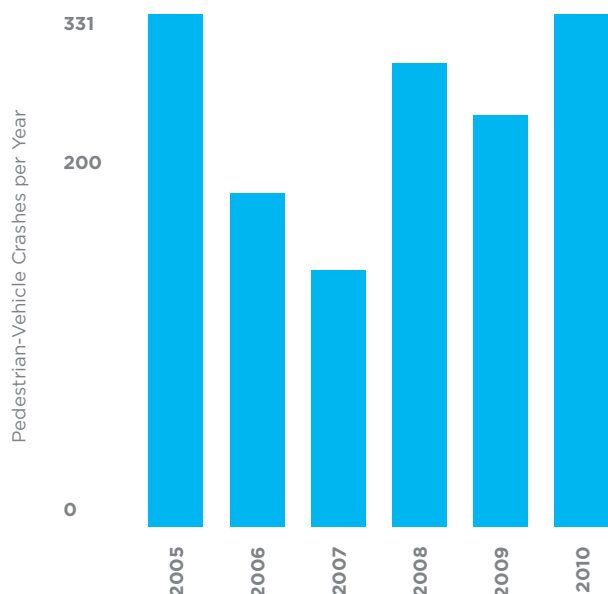
#### Strategy 5.5

Adopt new pedestrian safety initiatives and expand upon existing pedestrian safety initiatives throughout the city

##### 5.5.1 Implement and expand the Safe Routes to Schools program

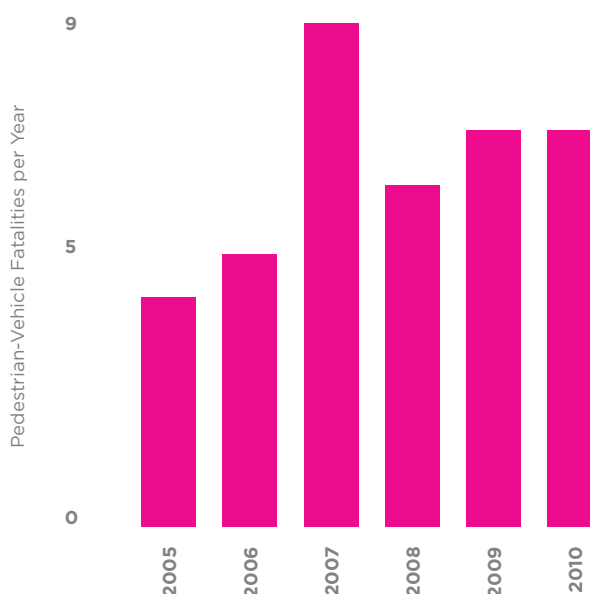
**FIG 5.10:** Pedestrian-Vehicle Crashes  
Newark, NJ, 2012

Source: Rutgers 2011 Pedestrian Safety Tracking Report

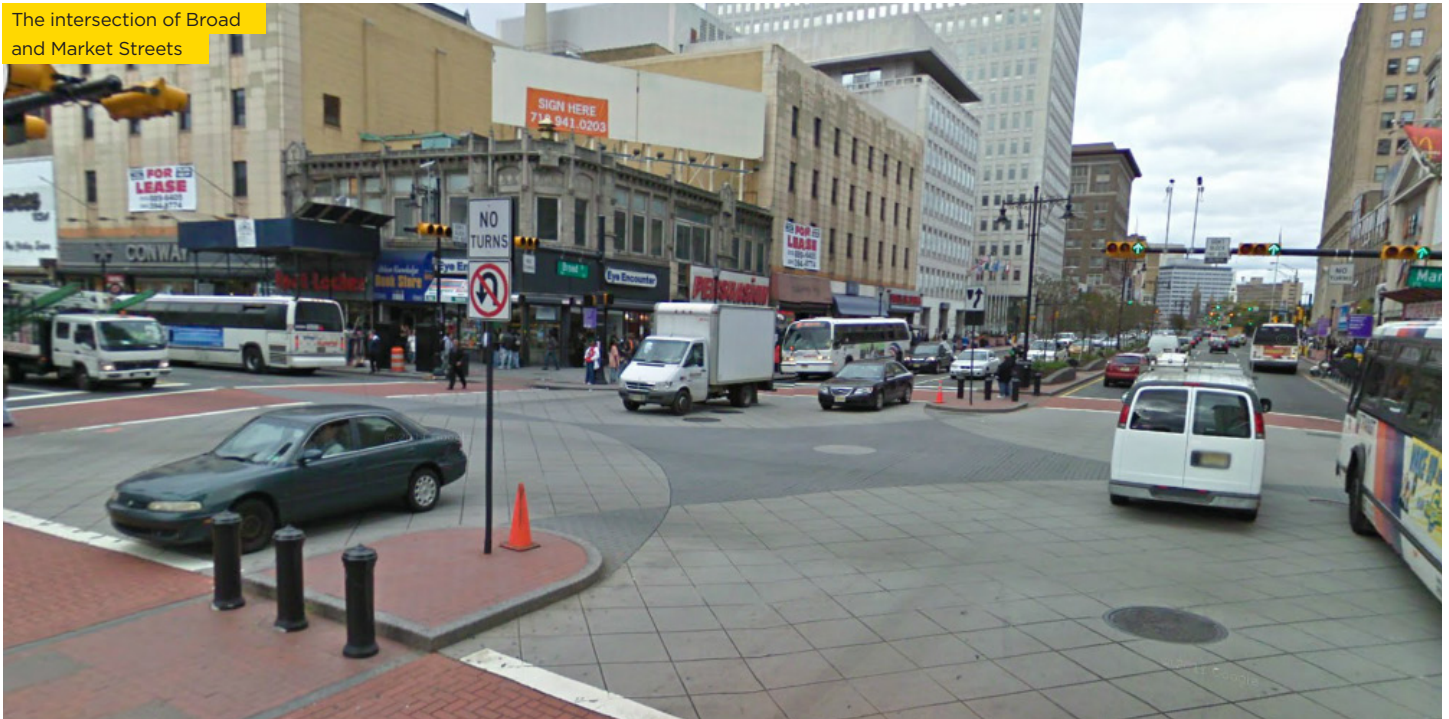


**FIG 5.11:** Pedestrian-Vehicle Fatalities  
Newark, NJ, 2012

Source: Rutgers 2011 Pedestrian Safety Tracking Report



The intersection of Broad and Market Streets



#### 5.5.2 Devise a Safe Routes to Transit program

5.5.3 Work with residents and the student population to identify pedestrian safety issues within neighborhoods

#### Strategy 5.6

**Improve sidewalk and crosswalk conditions throughout the city, as prioritized within the Safe Routes to Schools and proposed Safe Routes to Transit programs**

5.6.1 Adopt a capital improvement plan that identifies and addresses necessary sidewalk, curb, handicap accessible ramp, and crosswalk repairs utilizing Newark's Right-of-Way software program

5.6.2 Incorporate curb extensions where feasible to shorten crossing distances and make crosswalks more visible

5.6.3 Ensure that pedestrian crossing times are appropriate and in accordance with the latest requirements at all traffic signals, and install additional pedestrian countdown signals

5.6.4 Create lighting standards (including the use of LED fixtures) that improve safety and visibility; focus on sidewalks, major public gathering spaces, and along major pedestrian corridors throughout the city

5.6.5 Provide safe pedestrian accommodations across all bridge structures

#### Strategy 5.7

**Ensure vehicle speeds are safe and appropriate throughout the city and especially in residential neighborhoods**

5.7.1 Implement the traffic calming recommendations identified for the Central and West Wards, and expand the program to all wards

5.7.2 Coordinate traffic signals to optimize timing, create uniform traffic flow conditions, and minimize congestion

5.7.3 Consider the implementation of automated speed limit enforcement



**5.7.4** Expand the installation of flashing speed limit signs adjacent to schools

**5.7.5** Ensure context-sensitive and appropriate design of new streets

#### Strategy 5.8

### Encourage and enforce the use of truck routes

**5.8.1** Clearly designate truck routes via upgraded signage throughout the city

**5.8.2** Improve traffic flow along truck routes by providing a coordinated traffic signal system

**5.8.3** Enforce the use of designated truck routes throughout the city

**5.8.4** Enforce anti-idling laws for trucks, particularly in areas that are in close proximity to residential neighborhoods

#### Strategy 5.9

### Maximize access and mobility for seniors and the mobility-impaired

**5.9.1** Design street signage and street crossings to accommodate the needs of the elderly and mobility-impaired populations

**5.9.2** Develop a citywide ADA transition plan to ensure compliance for all public transit stations, sidewalks, street crossings, and building entrances

**5.9.3** Work with NJ TRANSIT to ensure adequate para-transit services for seniors and the mobility-impaired

## 06. Freight

**Facilitate the movement of freight through the Port Newark/Elizabeth and Newark Liberty International Airport areas via enhanced freight access and industrial land use policies that support the continued economic growth of these vital assets**

The Port Newark/Elizabeth Marine Terminal is the largest container port on the East Coast and the third largest in the nation, and Newark Liberty International Airport is the 9th busiest domestic freight airport. These are important national gateways for freight movement that provide major economic benefits to Newark and the metropolitan region. Long-term growth is projected in marine cargo volumes at the seaport, in air passenger and cargo volumes at the airport, and in industrial activity concentrated in the Newark Industrial District around Route 1 & 9 and the NJ Turnpike. Furthermore, marine infrastructure improvements, such as ongoing harbor dredging efforts and the raising of the Bayonne Bridge to accommodate larger cargo vessels, will help to meet growing regional demand.

While the city is host to an extensive array of transportation infrastructure to support these activities, its landside transportation elements are under increasing pressure to meet the competing demands of these uses. Regional highways and railroad lines must accommodate the traffic from these activity centers even as they are burdened with the growing transportation demands of the nation's largest metropolitan area. The age of this infrastructure is also an issue that must be addressed, as much of it was not designed to handle such high volumes of vehicular and rail traffic, or the larger trucks that traverse the highway system today.

In addition to encouraging sound industrial development policies in the port area and Newark Industrial District, key improvements along roadways that provide access to and through active industrial sites should be implemented where infrastructure deficiencies constrain access or result in inefficient truck movements. The City must also assume a prominent stakeholder role for projects that are outside its jurisdiction and implemented by other agencies, but which have considerable impacts on freight movement, industrial development, and the health and safety of residents in the city.

### Strategy 6.1

**Improve the physical constraints on local roadways that hinder the growth of the port, airport, and other industrial areas of the city**

**6.1.1 Incorporate sufficient geometric considerations for truck access in any future roadway improvements on designated truck routes; to the extent possible, ensure that minimum design standards for vertical clearance and heavy load roadways based on access needs for modern trucks (53 feet long, 102 inches wide) are met when improvements are made on these roadways**

**6.1.2 Eliminate height restriction on Avenue P under the former CNJ Newark and New York Railroad alignment**

**6.1.3 Enhance connectivity between Route 1&9 and the industrial area bordered by Amtrak's Northeast Corridor and Frelinghuysen Avenue by widening the Northeast Corridor overpass at McClellan Street and raising the vertical clearance**

**6.1.4 Improve geometric conditions and make operational improvements to enhance access to industrial sites along east-west roadways north of the seaport, including Foundry Street, Wilson Avenue, and Delancey Street; these could include drainage improvements, roadway realignment, access control improvements, and potential new intersection controls at industrial driveways**

**6.1.5 In coordination with local stakeholders, develop a maintenance program for roads and bridge freight routes to ensure they can accommodate current and future freight activities related to economic trends and major projects of regional significance (e.g., Panama Canal expansion, raising of Bayonne Bridge air draft, and capacity improvements at Newark Liberty International Airport)**

**FIG 5.12:** Designated Truck Routes  
Newark, NJ, 2012

- NJ Access Network
- National Highway System
- City of Newark Truck Routes
- Inappropriate Truck Routes



Source: City of Newark

Orientation      Scale



0      1 mi.



**Strategy 6.2**

**Engage implementing agencies by getting involved in a stakeholder role on major transportation projects that have potential local benefits and/or adverse impacts**

**6.2.1** Support the long-term initiative to improve the NJ Turnpike interchange 15E, Route 1&9, and the Pulaski Skyway (as part of the Pulaski Skyway rehabilitation project), and identify local access needs for nearby industrial sites

**6.2.2** Support and promote two key projects in the NJDOT Portway initiative, including the Doremus Avenue interchange with Route 1&9 and the new Passaic River Bridge crossing to the South Kearny peninsula

**6.2.3** Support and promote key projects in the NJDOT Portway Extensions initiative, including improvements at NJ Turnpike interchange 14 and the interim Newark Bay Bridge improvement

**6.2.4** Support and promote the ongoing effort by PANYNJ to raise the Bayonne Bridge to increase navigational clearance restrictions

**6.2.5** Actively engage PANYNJ on an ongoing basis to identify changes in cargo activity at the seaport complex related to the raising of the Bayonne Bridge and other major projects and economic trends

**6.2.6** Actively engage PANYNJ to assess local benefits and impacts of any proposed upgrades and enhancements to increase capacity at Newark Liberty International Airport

**6.2.7** Play an active role in organizations where Newark has a strong presence and a vested interest in ongoing efforts, such as the North Jersey Transportation Planning Authority (as a Subregion, Newark is represented on the NJTPA's Board of Trustees and committees), the Newark Regional Business Partnership (NRBP), and the Newark Alliance; the City should explore the potential for future appointments to the Board of Commissioners for PANYNJ, the New Jersey Turnpike Authority, and other State agencies, such as the New Jersey Economic Development Authority and the New Jersey Redevelopment Agency

**Strategy 6.3**

**Identify industrial development opportunities in the port area that can capitalize on freight railroad alignments**

**6.3.1** Promote the development of industrial parcels in the Newark Industrial District at rail-accessible sites

**6.3.2** Engage railroad industry representatives at Conrail, CSX, Norfolk Southern, and Canadian Pacific Railways to explore potential rail-oriented industrial development in the vicinity of Oak Island Yard

**6.3.3** Identify off-airport air cargo facility needs that may result from the displacement of existing on-airport facilities under proposed runway or terminal expansion initiatives at Newark Liberty International Airport

## 07. Parking

### Balance the parking needs and desires of various users—residents, students, workers, and visitors

Newark lacks a comprehensive parking policy for residents, students, commuters, and events that considers zone designations, metering, permits, loading zones, building and zoning codes, and enforcement. Such a policy would be instrumental in reducing current levels of congestion by shifting focus from – and dis-incentivizing – the automobile and encouraging the use of public transit by commuters. (The city’s current parking rate structure promotes driving as a cost competitive and viable alternative to taking transit.) Particularly in the downtown and University Heights, a comprehensive parking policy would encourage the transit-oriented development of land uses and appropriate parking facilities for properties well served by multi-modal transportation. It would also ensure that neighborhood commercial areas and residential areas have sufficient parking to accommodate their needs while not being negatively impacted by the daily influx of university and downtown employee populations.

#### Strategy 7.1

### Develop a parking management plan for the downtown that encourages transit and reduces reliance on the automobile

**7.1.1** Reduce the parking requirements for properties located within the redevelopment plan areas in the downtown to be consistent with the Land Use Element recommendations and the proposed zoning changes

**7.1.2** Develop appropriate parking standards for new development to be consistent with the Land Use Element recommendations and the proposed zoning changes

**7.1.3** Limit commuter parking in the downtown through zoning and land use regulations

**7.1.4** Consider increases in parking taxation for the public parking facilities located within the redevelopment plan areas in the downtown

**7.1.5** Encourage the creation of intercept parking facilities outside of the downtown at the Orange Street Light Rail Station, the Newark Liberty International Airport (EWR) Station, and Route 21 if Newark Light Rail is extended over the abandoned Boonton Line

**7.1.6** Encourage employers to utilize Transportation Demand Management (TDM) strategies, including shared parking, transit benefits, employee parking cash outs, and ride share programs

**7.1.7** Encourage the development of structured parking that can be used by both downtown office and residential/visitor populations (i.e., shared parking)

**7.1.8** Encourage joint parking facilities and mixed-use parking structures with streetscape-appropriate uses (e.g., retail, residential) fronting streets and pedestrian areas

**7.1.9** Allow surface parking as a conditional/interim use as properties are assembled for higher use development

#### Strategy 7.2

### Use zoning and land use regulations to identify and regulate the appropriate amount of parking

**7.2.1** Allow and encourage increased densities and reduced parking requirements at and near transit facilities

**7.2.2** Require new development to provide bicycle amenities on the property and within the buildings

**7.2.3** Encourage the expansion of car sharing locations on public and private property by relaxing the zoning/parking standards that would preclude the use

**Strategy 7.3****Provide a sufficient parking supply to adequately and appropriately support neighborhood commercial areas**

**7.3.1** Create on-street parking regulations for commercial corridors with appropriate time restrictions and fare rates that encourage parking turn-over

**7.3.2** Develop a Smart Card parking system that allows residents and frequent shoppers to conveniently pay for metered parking

**7.3.3** Evaluate metered parking time restrictions to encourage commercial activity during off-peak hours

**7.3.4** Create appropriate on-site parking standards for large-scale commercial land uses

**Strategy 7.4****Maintain parking availability for residents**

**7.4.1** Work with neighborhood residents and stakeholders to evaluate and improve the existing residential parking policy, which provides permits and zones

**7.4.2** Enforce parking regulations within neighborhood zones to eliminate student and employee utilization of spaces needed for residential use

**Strategy 7.5****Provide appropriate parking for the university community that also encourages transit use**

**7.5.1** Encourage TDM partnership between NJ TRANSIT and the universities (as described in the 2007 Alan M. Voorhees Transportation Center report prepared for Rutgers University)

**7.5.2** Create a permit parking system for the universities that reduces the availability of parking at or near the campuses

**7.5.3** Seek opportunities to create shared parking and car sharing options

**Strategy 7.6****Provide curbside parking policy and regulations that are enforceable and functional**

**7.6.1** Develop a policy for the use and location of loading zones that is uniform and can be enforced throughout commercial areas

**7.6.2** Develop a policy for the enforcement of “no standing,” “no parking,” and double parking regulations





## 08. Land Use Coordination

### Coordinate land use policy and transportation planning

Newark has a concentration of vacant or underutilized land in close proximity to major transit facilities, such as Penn Station, Broad Street Station, and several light rail stations. There are currently more than 20 acres of underutilized land within a half-mile radius of Penn Station – much of which is being used for surface parking. Another opportunity exists around the Newark Liberty International Airport (EWR) Station, which is served by both NJ TRANSIT and Amtrak. However, development potential at this station is currently restricted due to a state-level agreement that limits the use of the station and monorail to airport patrons only.

Land use regulations – which govern density, allowable uses, building design, and parking requirements, among other things – for sites proximate to transit stations can play a significant role in dictating the ultimate travel demand and behavior of its users. In addition to promoting the use of transit, these policies must be consistent with and promote the City's vision for more active, mixed-use environments in the downtown and near the universities.

Newark is one of nine New Jersey municipalities that are eligible to participate in the Urban Transit Hub Tax Credit Program, which provides incentives for development within a half mile of Newark's NJ TRANSIT, PATH, or light rail stations. Based on the program requirements and its extensive number of transit stations, the city contains a large amount of area that is eligible for the program. As of February 2012, six projects had been approved in Newark, including major office developments anchored by Panasonic and Prudential.

#### Strategy 8.1

**Use zoning and land use regulations to reduce vehicle demand in the downtown and concentrate development around transit stations**

**8.1.1 Allow and encourage increased densities and reduced parking requirements at and near transit facilities**

**8.1.2 Reduce the parking requirements for properties located within the redevelopment plan areas in the downtown to be consistent with the Land Use Element recommendations and the proposed zoning changes**

**8.1.3 Encourage the creation of intercept parking facilities outside of the downtown at the Orange Street Light Rail Station, the Newark Liberty International Airport (EWR) Station, and Route 21 if Newark Light Rail is extended over the abandoned Boonton Line**

**8.1.4 Require new development to provide bicycle amenities on the property and within the buildings**

**8.1.5 Encourage the expansion of car sharing locations on public and private property by relaxing the zoning/parking standards that would preclude the use**

#### Strategy 8.2

**Encourage transit-oriented development (TOD) and use of the Urban Transit Hub Program at all appropriate station locations, with an emphasis on Newark Penn, Broad Street, Orange Street, and Newark Liberty International Airport stations**

**8.2.1 Work with NJ TRANSIT to identify potential TOD opportunities at all existing stations and major bus hubs**

**8.2.2 Identify and secure available funding sources and incentives, to enable the re-use of the abandoned CNJ Broad Street rail bridge for a traffic-free pedestrian crossing**

**8.2.3 Develop a marketing program to encourage Newark TOD opportunities**

**8.2.4 Market and assemble properties appropriate for TOD**

**8.2.5 Create a clearing house to assist TOD developers**

## 09. Air Travel

### **Facilitate the movement of passengers through Newark Liberty International Airport via enhanced transit access and improvements in roadway circulation**

Newark Liberty International Airport is one of the city's major transportation assets and generators of economic activity. According to PANYNJ, the airport employs roughly 24,000 people and contributes approximately \$19 billion in economic activity to the metropolitan region. Nearly 34 million passengers traveled through the airport in 2011, and long-term growth prospects for air travel in the region are strong.

Airport users have unique transportation needs that must be accommodated in a region with aging and heavily used transportation infrastructure. Nearly 80% of passengers at Newark's airport use automobiles to get to/from the airport, and the local roadway system will come under increasing strain to accommodate this mode share as passenger volumes grow.

### **Strategy 9.1**

**Actively engage key stakeholders to identify future airport activities, including airport improvements and expansions that have major implications for Newark**

**9.1.1 Participate in stakeholder meetings and other activities associated with the Port Authority of NY&NJ's (PANYNJ) ongoing regional airport capacity study**

**9.1.2 Identify opportunities for intercity rail service improvements that could alleviate airport congestion by reducing short-distance air travel to/from Newark Liberty International Airport**



**Strategy 9.2****Promote non-auto access to Newark Liberty International Airport (EWR) through the development of transit alternatives**

**9.2.1** Work with NJ TRANSIT and PANYNJ to identify potential enhancements to bus and rail transit service and appropriate fares

**9.2.2** Work with the Newark Regional Business Partnership (NRBP), Regional Plan Association (RPA), PANYNJ, and others to advance evaluations, plans, and financing

**9.2.3** Identify off-airport transit improvements at existing or new transit facilities, such as the accommodation of air travelers at outlying rail parking lots that could enhance transit access to/from Newark Liberty International Airport

**9.2.4** Work with existing airport-related businesses at off-airport locations to develop and enhance transit access for airport passengers (e.g., location of employee hotels in the city or near outlying NEC stations, shuttle buses)

**Strategy 9.3****Identify airport-related redevelopment opportunities in the vicinity of Newark's airport**

**9.3.1** Work with NJ TRANSIT, PANYNJ, and the Federal Aviation Administration to identify potential legal constraints to expanded usage of Newark Liberty International Airport Rail Station from outside airport and rail systems

**9.3.2** Identify high-profile, airport-oriented development opportunities (e.g., hotels, conference facilities, a convention center adjacent to EWR station) that provide economic benefits to Newark and can integrate transit accessibility to/from the airport





# PARKS & NATURAL RESOURCES

NEWARK MASTER PLAN



## Goals

**Ensure that Newark has high quality, well maintained, and accessible active and passive open spaces that support the health and well-being of Newark residents and ecosystems**

**Ensure that Newark open spaces and greenways are designed to manage and retain stormwater with natural landscape features in response to current demands and the projected impacts of climate change, as well as contribute to vibrant, walkable neighborhoods**

## Objectives

### 01 Neighborhood Parks

Improve maintenance and programming at existing neighborhood parks, and strategically expand access to quality open space and recreational opportunities in neighborhoods underserved by parks

### 02 Regional Parks and Greenways

Continue to extend the continuous trail along the Passaic River, and promote multi-modal connections and access to the regional open space network

### 03 Stewardship

Continue to direct investment and create partnerships to make parks secure, attractive, and enjoyable places, and increase support for neighborhood-based parks stewardship groups

### 04 Urban Agriculture

Continue to support community gardening and urban farming in connection with a citywide Newark Fresh Foods Program

### 05 Natural Resources

Protect and enhance natural resources

As populations and densities in cities increase, providing safe and convenient access to parks is a strategy to revitalize neighborhoods and maintain a healthy quality of life. A good park can be a major community asset, whether it offers space for active recreation, to socialize with family and friends, or to learn skills.

Since its founding in 1666, Newark has always set aside pockets of open space. Military and Washington Parks are among the nation's oldest. However, as the city grew, public parks did not keep pace, and in the 1860s, the entire county had only 25 acres of public open space.

By the turn of the 19th century, the city parks movement took the region by storm, and Newark's leaders, in collaboration with Essex County, hired the famous landscape architecture firm of Frederick Law Olmsted to design the nation's first countywide park system. While never fully realized, the plan did result in the construction of two major County parks in Newark: Weequahic Park and Branch Brook Park, which together comprise approximately 640 acres.

Despite the excellence of these and other parks that resulted from the Olmsted plan, the City has never met the full need for park space. Over the years, Essex County created five more medium-sized parks in Newark, and the City came to manage more than 50 much smaller open spaces. This type of two-tiered park system, where oversight is split between City and County governments, has made planning for parks challenging – with neither entity taking full responsibility for improving and expanding the overall network.

Today, the system as a whole is small, fragmented, unevenly distributed, and underfunded. Parks are often at the bottom of the list when it comes to municipal spending, and they are the first to be cut when budgets are tight. However, the value of quality parkland in a city like Newark, and the central role it can play in its revitalization, cannot be overstated. Unquestionably, Newark has great assets that it can build on, including major Olmsted parks, a riverfront, and concentrations of vacant land that can be readily converted to park space. But like other public infrastructure (e.g., roads, sewers, and schools), Newark's park system needs continuous planning, coordination, and investment in order to successfully meet the needs of current and future residents.

# 01. Neighborhood Parks

Improve maintenance and programming at existing neighborhood parks, and strategically expand resident access to quality open space and recreational opportunities in neighborhoods underserved by parks

In terms of resident access to parks, large swaths of the city are isolated. Only 53% of Newarkers live within a 10-minute walk of a major park or recreation center, and Newark has one of the lowest acreages per capita of any major city in the country – with 3.1 acres per 1,000 residents<sup>1</sup> – and only 5.6% of the city’s land area is devoted to parks.<sup>2</sup> By these standards, Newark ranks last among comparably sized cities in the region.

This spatial inequity is particularly dire for young people: those neighborhoods most lacking in open space also have the highest proportions of 5 to 17 year-olds. More than 30% of Newark’s children under the age of 14 do not live within a quarter mile of any parkland at all,<sup>3</sup> and adequate playground facilities are particularly scarce, with each one serving more than 15,000 people.<sup>4</sup> Many of the city’s 51 day care centers are too far from open space to make park visits feasible.<sup>5</sup>

Key sites in the city’s most underserved neighborhoods will be targeted and prioritized for new parks, including: Belmont, Fairmount Lincoln Park, Lower Clinton Hill, North Broadway/Woodside, Upper Clinton Hill, and West Side.

## Strategy 1.1 Continue to plan for and make high-impact capital investments in existing and new neighborhood parks

Despite years of disinvestment in its parks, the City has begun a long-term commitment to invest in quality recreational opportunities for residents. In 2006, Mayor Booker announced GreenSpaces, a major public-private partnership between the City and area philanthropists with an endowment of over \$40 million to spend on capital projects for Newark’s parks. In just over the past five years, the City has used this fund to leverage more than \$20 million and complete major park construction and renovation projects in every ward.

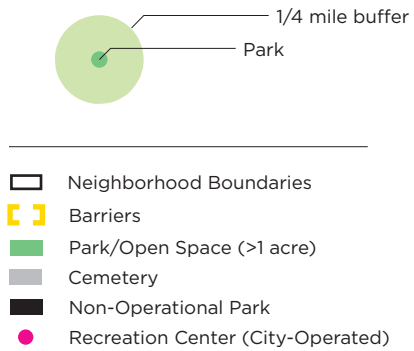
One example is the recent construction of Nat Turner Park, a nine-acre parcel in the Central Ward that is now the largest City-owned park. In 2009, Newark partnered with TPL, NJDEP, and private donors to fund the \$17 million project, of which the City contributed \$2 million. The park, which was for 30 years a vacant and abandoned piece of land, today includes a state-of-the-art track and football field, picnic area, playground, and amphitheater. A local community group, Friends of Nat Turner Park, was established to supplement City stewardship and programming efforts.

**FIG 6.1:** Open Space Statistics in Newark versus Other Comparably Sized Cities  
FY 2010

Source: Trust for Public Land, *City Park Facts*, 2011

City	Open Space (Acres)	Total Municipal Area (Acres)	Percent of Area	Population	Acres Per 1,000 Residents	Capital Spending Per Resident	Operational Spending Per Resident
Newark	858	15,360	5.6%	278,154	3.1	\$90	\$43
Jersey City	1,660	9,600	17.3%	242,503	6.8	\$12	\$5
Baltimore	4,905	51,714	9.5%	637,418	7.7	\$6	\$52
Buffalo	2,180	26,240	8.3%	270,240	8.1	\$3	\$31
Pittsburgh	3,120	35,573	8.8%	310,037	10.1	\$47	\$52

**FIG 6.2:** Access to Parks and  
Recreation Centers  
Newark, NJ, 2012



53% of Newarkers live within a  
10-minute walk, or 1/4 mile, of a park  
or recreation center



Source: City of Newark

Orientation

Scale



0 1 mi.





Another significant project is a new 15-acre Riverfront Park in the Ironbound, which opened in 2012. Built through a unique partnership between Essex County, the City, and TPL, the park responds to nearly three decades of neighborhood advocacy for additional open space along the Passaic River. The project partners secured funding from the Port Authority, the Urban Enterprise Zone, the NJDEP Green Acres Program, the NJDEP Hazardous Discharge Site Remediation Fund, Essex County, and other public and private sources. The new park includes sports fields, a riverfront boardwalk, a floating dock, and a walking and biking trail.

Other neighborhood parks are undergoing or have recently completed major renovations, including Jesse Allen Park in Belmont, Mildred Helms Park in Upper Clinton Hill, and Boys Park at the border of Fairmount and University Heights. The City is also investing in smaller un-programmed spaces, such as the Elwood Park triangle in Forest Hill.

The capital projects contained in Figure 6.4 are a reflection of current funding priorities. These projects represent an aggregate investment of public and private dollars totaling more than \$70 million, and which are spread over more than 40 acres of new and existing park and recreational space. Some projects (e.g., Triangle Park) involve the creation of wholly new parks, while others (e.g., Hayes Park East and Ironbound Stadium) involve the redevelopment of space that is currently unusable and/or extremely deficient.

The City has been tremendously successful in leveraging private dollars to attract additional subsidies from federal, state, and non-profit partners. However, as these philanthropic funds are drawn down over the next five to 10 years, the City will need to identify additional revenue streams (see next page) to help finance park construction and renovation projects – and keep this unprecedented park-building campaign moving to 2025.

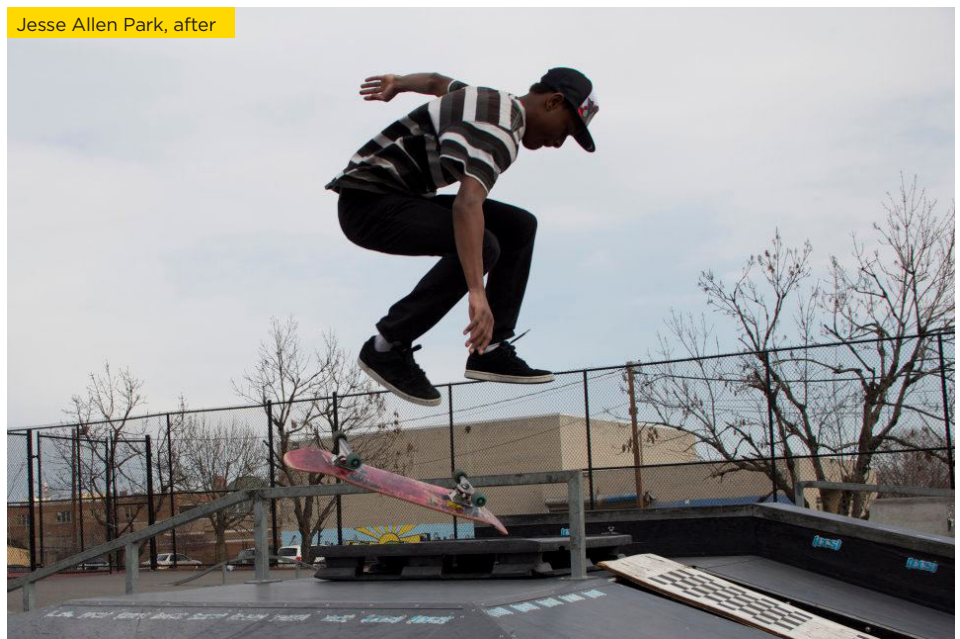
**FIG 6.3:** Recently Completed  
Park Construction and  
Reconstruction Projects  
Newark, NJ, 2006-2011

Park Name	Acres	Total Cost
Boys Park	1.39	\$1,200,000
David L. Warner Park	0.18	\$670,000
Elwood Park	0.55	\$660,000
First Street Park	2.67	\$2,800,00
Ironbound Little League Field	1.24	\$2,100,000
Ironbound Recreation Center (Field B)	10.79	\$2,700,000
Jesse Allen Park (Phase 1)	8.07	\$1,500,000
Kasberger Field	3.72	\$3,800,000
Mildred Helms Park	3.96	\$760,000
Nat Turner Park	9.63	\$1,900,000
St. Peter's Park	4.07	\$2,500,000
West End Ave Park	0.48	\$620,000
<b>Total</b>	<b>46.75</b>	<b>\$21,210,000</b>

Source: City of Newark

**FIG 6.4:** Priority Capital Projects for  
City-Owned Parks  
Newark, NJ, 2012-2025

Park Name	Lead	Acres	Scope of Work	Estimated Cost	Anticipated Completion
<b>Tier One</b>					
Military Park	EHD	6.2	Historic reconstruction with additional features, including reading area and food service	\$2.7 million	2012
Newark Riverfront Park (Phase 1)	EHD	3.0	Boardwalk, floating dock, walkway/bikeway, and planting	\$8.6 million	2012
Newark Riverfront Park (Phase 2)	EHD	4.0	Walkway/bikeway, overlook, outdoor classroom, and planting	\$5 million	-
Lincoln Park		4.5	Reconstruction	\$6.5 million	-
Hayes Park East	ENG	4.3	Environmental remediation; construction of an indoor soccer field, swimming pool, recreational facility, playground, tennis court, landscaping, and (potentially) a skateboard facility	\$8.1 million	2012
Oliver Street	EHD	1.5	Acquisition and new park development	\$7 million	-
<b>Tier Two</b>					
Jesse Allen Park (Phase 2)	ENG	3.3	Playground	\$4.4 million	2012
Jesse Allen Park (Phase 3)	ENG	3.2	Playing field	\$2.6 million	
Washington Park	ENG	3.4	Reconstruction and construction of food facilities and general improvements	\$5 million	-
Ironbound Stadium	ENG	10.7	Environmental remediation, construction of a full-scale football field, including bleacher, running track, tennis court, and exercise facility	\$11 million	-
<b>Total</b>		<b>44.6</b>		<b>\$75 million</b>	



### Strategy 1.2

## Continue to collaborate on new park and playground development and share existing parks with Newark Public Schools

Newark Public Schools (NPS) and the City are collaborating to create much-needed recreational space for Newark residents. In 2011, NPS completed a major reconstruction of the iconic Newark Schools Stadium in Upper Roseville. The City, County, and NPS worked together to fund the \$24 million project – a 5,000-seat football stadium to be used by Barringer High School and others.

In addition to major athletic fields, NPS also operates more than 70 playgrounds and smaller scale parks that are major community assets. However, these spaces are frequently closed to the public after school hours, and many remain shut on weekends or even throughout the summer.

The City has worked with TPL – who over the past 15 years helped rehabilitate playgrounds at McKinley Elementary School, Quitman Street School, and others – to encourage NPS to keep some of these parks open during off hours. However, the additional expense that this incurs to the school district can be prohibitive. The creation of joint use and funding agreements between the City, NPS, and other partners will allow more local residents to take full advantage of these resources.

The City and NPS will also continue to collaborate in the planning of park improvements and new park development. In doing so, opportunities may arise to develop public spaces that serve both school and neighborhood needs. These include not only large-scale athletic fields like Schools Stadium but also smaller playgrounds, gardens, and educational spaces.

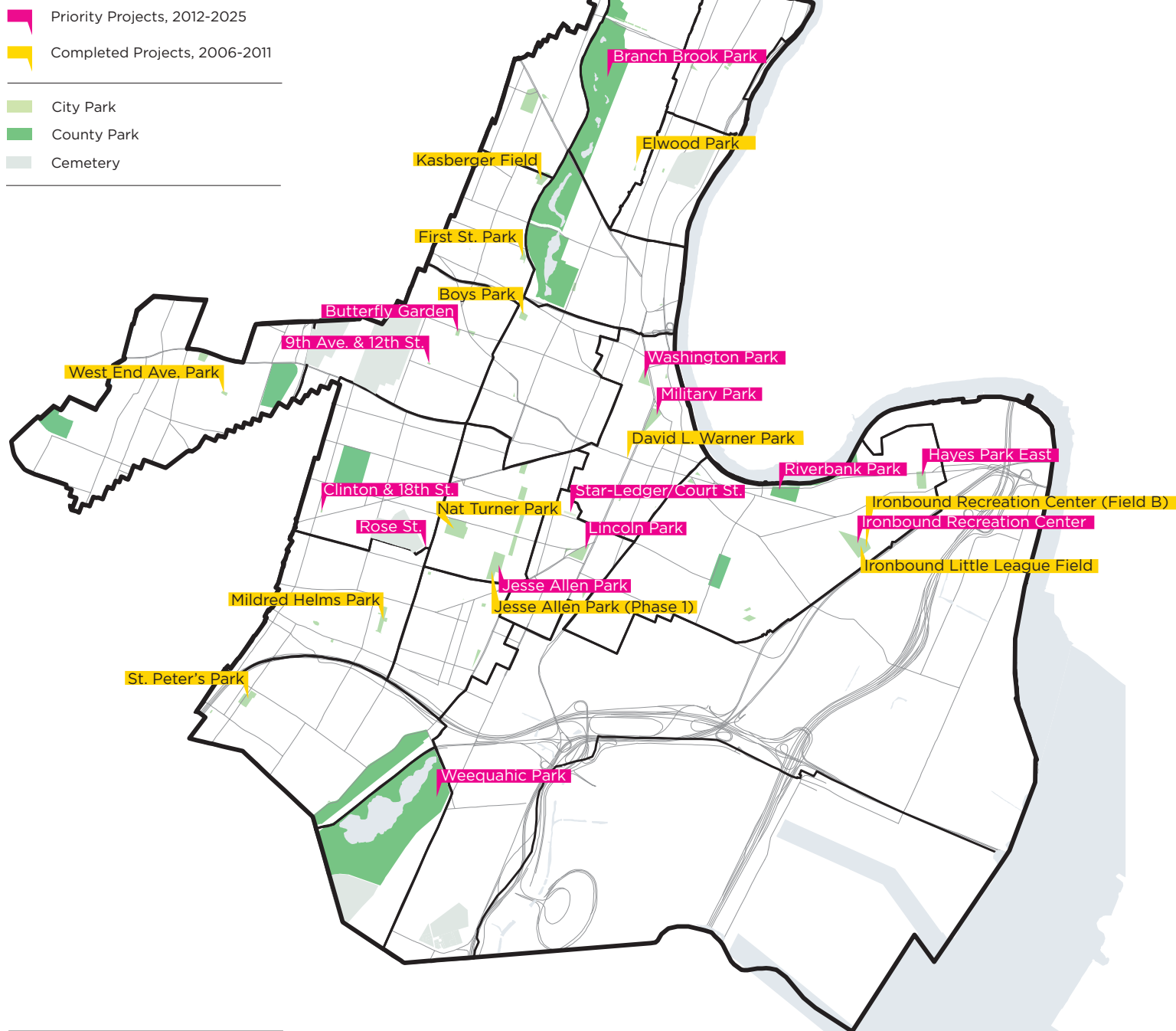
### Strategy 1.3

## Target small, vacant infill sites for community gardens and/or playgrounds

There is a growing recognition that the city's abundance of vacant land is a significant opportunity to create more open and recreational spaces. Over the years, the City has come to own significant amounts of this property: as of November 2011, it possessed more than 1,000 vacant lots spread throughout every ward. While much of this land will be developed for residential, commercial, industrial, or civic use, some portion of it should be set aside for permanent open space.<sup>6</sup> The City will determine the highest and best use of these sites on a case-by-case basis, and as needs arise. Those in areas with limited access to playgrounds, or in close proximity to a school, might be better suited to active recreation. On quiet residential blocks, community gardens may be more appropriate.



**FIG 6.5:** Recent and Planned  
Park Construction and  
Reconstruction Projects  
Newark, NJ



Source: City of Newark

Orientation      Scale



0      1 mi.

### Who Owns Newark's Parks?

Today, Newark has more than 850 acres of public park and recreational space. The vast majority of this area (roughly 745 acres) is owned and managed by Essex County: after Branch Brook and Weequahic Parks, West Side, Vailsburg, Ivy Hill, and Independence Parks are the city's largest.

The City currently owns more than 50 additional open spaces totaling 80 acres. While some of these spaces – such as Nat Turner Park and Jesse Allen Park – are substantial assets, many are, in fact, small pocket parks, traffic triangles, and medians. Others, including a large portion of the Ironbound Recreation Center and Hayes Park East, are undeveloped and unusable. The City also operates five public recreation centers (one in each ward), five swimming pools, and an ice skating rink. These centers offer a range of recreational and educational programs targeted towards specific age groups, such as teens and seniors.

Newark Public Schools is the third-largest provider of recreational space, with 71 centers and playgrounds spread throughout the city.

Essex County Riverfront  
Park in the Ironbound



### Strategy 1.4

## Provide recreational services that are responsive to the needs of Newark's youth and special needs community

Within the City's Department of Neighborhood and Recreational Services (NRS), the Division of Recreation and Cultural Affairs is responsible for the management of park programming and special events, as well as the daily operation and programming of recreation centers.

NRS operates five public recreational centers (one in each ward), five swimming pools, and an ice skating rink. These centers offer a range of recreational and educational programs targeted towards specific age groups, such as teens and seniors, as well as families and people with special needs. The facilities are very popular, but

they have extensive renovation and repair needs that should be addressed concurrently with other park improvement planning.

### Strategy 1.5

## Employ incentive zoning in target areas (where greater density is encouraged) to involve the private sector in creating public open space

The City will work with developers to incentivize the creation of new public park or playground space in areas that would benefit from the added amenity. For example, the Riverfront Public Access and Redevelopment Plan incentivizes open space set-asides in specifically defined areas of private property in exchange for building density bonuses. The City will explore similar requirements for major mixed-use development projects in other areas. However, until market conditions improve, this is not likely to be a promising mechanism.

## 02. Regional Parks and Greenways

### Develop a continuous trail along the Passaic River, and promote multi-modal connections and access to the regional open space network

In 1895, Essex County established the nation's first countywide park system and commissioned the renowned Olmsted firm – which also designed New York's Central Park – to plan it. Newark's two largest parks, Branch Brook and Weequahic, today comprise the lion's share of the city's parkland acreage, and they are a testament to that extraordinary effort.

Despite the success of these parks, the Olmsted plan was never fully implemented. The Olmsteds had a great deal of experience in designing beautiful stand-alone open spaces, but the idea of a countywide network called for a means to also connect these places. Their 1914 plan proposed the acquisition of narrow strips of parkland that would enable residents to better access not only Branch Brook and Weequahic Parks but also the Passaic Riverfront.

Today, access to these open spaces is often challenging for residents living in adjacent areas: highways, rail rights of way, and

inappropriate fencing all act as physical obstacles, limiting points of entry from the neighborhoods. Public access to the riverfront is also severely limited and, in some cases, totally restricted because of land ownership and transportation interventions. However, the City has envisioned a revitalized waterfront as Newark's "front yard" and the center of an expanded local and regional park system that connects residents to a variety of recreational opportunities.

#### Strategy 2.1

### Continue to extend the continuous riverfront park along the Passaic River

Riverfront parks are expected to play a major part in reconnecting Newarkers to the Passaic. Newark enjoys 10 miles of waterfront along the Passaic River – the historic birthplace of the city. While five miles border heavy industrial uses in the port area and Newark Industrial District or highways directly on the shoreline, another five miles of riverfront touch the downtown and several other Newark neighborhoods.

Essex County Riverfront Park in the Ironbound





Recent development has not been designed to effectively leverage the value of the river. For example, a new highway “jug handle” erodes usable space just north of NJPAC, and while over 30 waterfront acres are now in public ownership, 77 acres are still privately owned, which has made reaching consensus about land management along the riverfront a major challenge.

In 2012, the City introduced Newark’s River: A Public Access and Redevelopment Plan, which updates Newark’s Zoning Ordinance along five miles of the Passaic Riverfront. It replaces 50-year-old zoning regulations primarily planned for industrial uses with a legal framework that allows new uses and mixes of uses, consolidates design standards to create valuable urban places, and provides for public access as required by federal and state law.

The plan advances, among other things, the creation of a continuous public riverfront walking and biking trail. Public access to and along the water is required throughout the planning area (by way of 20- to 40-foot-wide easements), and on property not controlled by a public agency, the plan incentivizes open space set-asides in exchange for building density bonuses.

Simultaneously, the City, in partnership with the County and TPL, is overseeing an aggressive park-building program along the riverfront. As described above, a new 15-acre Riverfront Park in the Ironbound includes sports fields, a riverfront boardwalk, a floating dock, and a walking and biking trail. Project partners secured funding from a range of public and private sources.

In the downtown and just north of I-280 in Lower Broadway, the reclaimed riverfront can potentially support a mix of public and private development, including housing, offices, shopping, restaurants, and open spaces that make it an attractive destination – an “experience” – for Newarkers and visitors from the region. Major cultural amenities, NJPAC, the Newark Public Library, and the Newark Museum, are already strong anchors.

In Mount Pleasant and North Broadway/Woodside, the riverfront will continue to support industrial job growth, while neighborhood organizations and the City continue to seek pilot river access and open space opportunities for residents and workers. The zoning of the area east of McCarter Highway, as described in Newark’s River, will continue to support and attract manufacturing businesses that can provide jobs and make use of constrained riverfront sites.

Overall, the City expects to play a role in creating at least 25 acres of new, publicly accessible open space along the riverfront.

### Newark Riverfront Revival

In 2008, the City launched Newark Riverfront Revival (NRR), an initiative to build on long-standing interest in the riverfront to revive it in a way that brings concrete benefits to the city and its residents. Since then, NRR has built support for Newark’s riverfront by taking thousands of people on boat and walking tours, hosting dozens of outreach events, organizing design education programs for youth, and staging a City Hall exhibition. In 2010, in partnership with Essex County and the Trust for Public Land, the City began construction on the first section of Newark Riverfront Park, which will contain a walking and biking trail, floating boat dock, riverfront boardwalk, and other settings for relaxation, picnics, exercise, and environmental education.

### Strategy 2.2

## Create safe, multi-modal connections to parks and recreational facilities

The City needs to ensure that residents living in Newark’s neighborhoods can reach the riverfront, Branch Brook Park, Weequahic Park, and other recreational areas both safely and efficiently.

Access to the city’s major open spaces is often challenging for residents living in adjacent neighborhoods due to a variety of obstacles – real and perceived. Weequahic Park, for instance, is bisected by Route 22 and the Northeast Corridor rail line. Interstate 280 and the below-grade Newark Light Rail limit means of entry to Branch Brook Park from University Heights and Upper and Lower Roseville to only a few points.

A road network that facilitates multi-modal connections can help maximize the use and enjoyment of Newark’s parks and recreation facilities. A number of strategies can support this objective, including the reconfiguration of city streets to better accommodate pedestrians and cyclists, as well as improved signage and streetscape design.

### 2.2.1 Develop bicycle and pedestrian routes that strengthen connections to the local and regional open space network in correlation with a citywide “Complete streets” policy

The idea of a “Weequahic Parkway” that runs through Newark’s Central Ward to Branch Brook Park dates back more than 100 years to the original Olmsted plan. Today, in cities across the country, streets are being reimagined as public spaces that calm traffic and offer pedestrians, cyclists, and public transit riders a safe and attractive means of travel – whether to shop, visit friends, or reach major recreational spaces. In recent years, the Department of Engineering has made significant investments in street reconfigurations that achieve these goals, and many more are in the pipeline.<sup>7</sup>

One example is a \$5 million project currently underway on Irvine Turner Boulevard (from Clinton Avenue to West Market Street), which will create a continuous raised center median, eliminate mid-block left turns, add bike lanes, and raise crosswalks. This project will lay the groundwork for a future north-south greenway connecting residents to Weequahic and Branch Brook Parks, with offshoots to nearby Jesse Allen Park, the JFK Recreation Center, Nat Turner Park, and the forthcoming Douglas-Harrison Park. It is also a major segment of the East Coast Greenway.

*Refer to the Mobility Element for information about proposed on- and off-street bicycle routes, which will be used as a basis for developing future connections between open spaces and other neighborhood and regional amenities.*

#### Safe Routes to School

The NJDOT Safe Routes to School Program is another opportunity to facilitate the planning, development, and implementation of projects that make it safer for children and parents to safely walk or bike to recreational facilities – whether on school grounds or within walking distance from school. These investments, as described in the Mobility Element, will be coordinated to provide benefits to the larger community.

### 2.2.2 Design greenways to include major green elements and appropriate signage

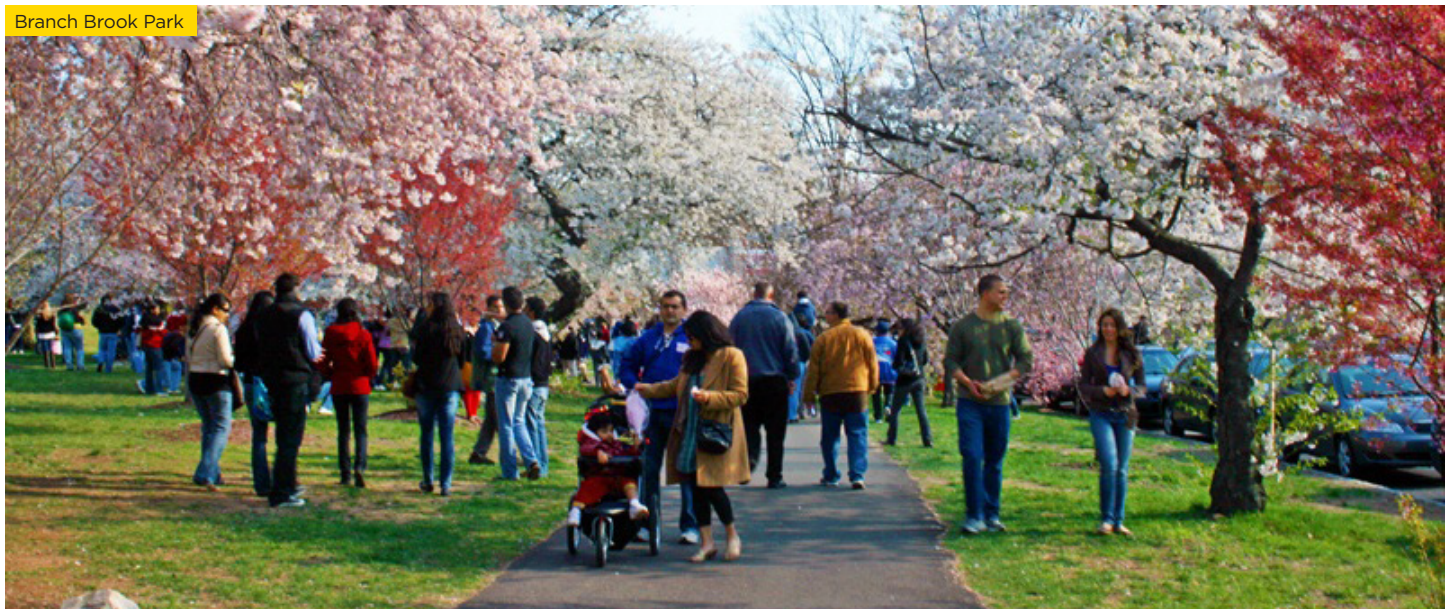
Like complete streets, on-road greenways should safely and efficiently accommodate multiple modes of travel, including some combination of pedestrians, cyclists, and automobiles. Where appropriate, exclusive bus lanes should also be considered.

Roads designated as greenways should have major green elements. Natural landscaping in the form of abundant tree plantings, swales, and shrubs can help manage stormwater, provide shade, and create an overall attractive environment.

Signage is also extremely important. Signs should brand key streets as greenways and provide directional cues that lead pedestrians, cyclists, and automobiles to parks, recreation centers, and major institutions and cultural attractions.

*For more information about complete streets, bike and pedestrian routes, and greenways, see the Mobility and Urban Design Elements.*

Branch Brook Park



## 03. Stewardship

**Continue to direct investment and create partnerships to make parks secure, attractive, and enjoyable places, and increase support for neighborhood-based parks stewardship groups**

Equally important to expanding access to parks is expanding access to high quality parks. Despite recent gains in new park construction, many residents complain that problems in city parks (e.g., broken benches, litter, etc.) often go unaddressed, leaving some to deteriorate faster than usual and preventing their full enjoyment and use. Safety and security is another major problem; facilities are frequently vandalized, and many residents say they feel unsafe using parks in Newark.

One major cause is a lack of resources. Philanthropic funds and public grants are typically used for capital construction – not long-term operational expenses. The City spends considerably less than other large cities on the maintenance, operation, and repair of its parks, and revenue streams that can supplement the municipal operating budget are not being effectively tapped or cultivated.

In addition, City parks are planned, built, and operated by several different departments – each with its own set of (sometimes overlapping) responsibilities. No single person is responsible for the system’s overall performance, which leads to inefficiencies and a lack of accountability.

### Strategy 3.1

**Explore the creation of a single parks department or, at minimum, the appointment of a coordinator to ensure parks are planned for and managed efficiently**

Within City Hall, oversight of Newark’s parkland is distributed among three departments, with no single person accountable for the planning, construction, and management of these facilities – or for coordination with the Essex County Department of Parks, Recreation, and Cultural Affairs. In addition to parks, each department is responsible for a range of other, often unrelated, municipal duties. Park responsibilities break down as follows:

- **Department of Economic and Housing Development:** park planning, design, and development
- **Department of Engineering:** park design, construction, and repairs to affixed structures (e.g., restrooms, benches, sidewalks, lighting, etc.)
- **Department of Neighborhood and Recreational Services:** light maintenance (including trash clean up and removal, seeding, landscaping, etc.), operations/management, and programming
- **Newark Police Department:** park security

The Department of Economic and Housing Development (EHD) carries out planning and pre-development work in close coordination with the Department of Engineering (ENG). ENG typically approves construction documents and oversees the building process. However, depending on the project, EHD may play a more hands-on role in designing and constructing the park. Once a park is completed, the Department of Neighborhood and Recreation Services (NRS) takes on a daily operational role with respect to cleaning and light maintenance to soft surfaces (e.g., removing litter and trash, cutting lawns, and seeding turfs and plant beds). NRS is also responsible for the programming and management of recreation centers, as well as the permitting of special events. However, NRS does not make repairs to hard surfaces and structures, such as restroom facilities, public buildings, sidewalks, benches, and lighting. It must contact ENG to resolve these issues.

NRS’s staff of about 15 makes daily rounds through the more maintenance-intensive parks; other less-programmed spaces might only be cleaned every other day, or a couple times each week. Repair needs, if any, are cited during routine maintenance rounds, and a report is delivered to the NRS Director, who then coordinates with ENG to fix the problem. Sometimes, community members call NRS directly to report an issue.

Finally, the Newark Police Department provides ongoing security in City parks, and the Essex County Sheriff is responsible for patrolling County-owned parks.

According to community members, the lack of a single point-person to field community concerns and repair requests leads to confusion and, ultimately, delays in resolving a given problem. Often, it is



not even clear who in city government should be contacted in the first place, or whether that person has the authority or role to coordinate with other departments.

Internally, there is also a lack of coordination. Because different aspects of the park system (e.g., design, construction, and operations) are handled by different departments, there is often a disconnect between what is built and what can adequately be maintained, or what is in fact desired by community members.

The creation of a single agency that can oversee the park and recreation system and combine the various but related tasks of park design, construction, and management is highly recommended.<sup>8</sup> If not feasible, or as an interim step, the City will explore the possibility of appointing a single manager that works across and coordinates between the various City departments. In addition to acting as the community liaison on City parks, she would also be responsible for communicating with the Essex County Department of Parks and Newark Public Schools (NPS) on issues related to each of their facilities. The position could even be partially funded through a joint agreement between the City, County, and NPS.

### Strategy 3.2

## Ensure sufficient, dedicated funding and resources to maintain parks and recreational facilities

Overall, the system suffers from a lack of resources. In 2009, the City and County collectively spent \$43 per resident on the daily maintenance and operation of Newark's parks, compared to the big-city median of \$56 per resident. On the other hand, capital spending in 2009, at \$90 per resident, was significantly greater than the median \$18 spent by other major cities.<sup>9</sup> Recreation centers, in particular, have extensive repair needs. As the City works to aggressively expand and renovate the park system, it will need to ensure that annual funding for maintenance and operations are adequate to meet desired service quality standards.

The cost of park administration in New Jersey can vary greatly depending on a park's age, size, design, and location, as well as local weather conditions. Annual expenses for parks in Essex County are representative of older parks that require more capital replacement; on average, they cost approximately \$12,000 per acre (in a range between \$2,000 and \$20,000). By comparison, average recurring costs for New York City parks are \$135,000 per acre. In 2009, one study estimated that annual maintenance and operations for Newark's new riverfront parks (one phase of which is currently under construction) could be expected to cost as much as \$80,000 per acre.<sup>10</sup>

Maintenance revenue for urban parks in New Jersey typically comes from municipal operating budgets. However, the City's budget is tight, and philanthropic support cannot be relied on over the long term. To supplement these sources, the City will need to identify other alternative, dedicated revenue streams. Some strategies that could be most impactful and relevant in Newark are described below. Other potential sources not covered here include government programs, such as the NJDEP Green Acres Program, which offers funding assistance for park maintenance and operations.

To the greatest extent possible, the City will identify a specific method to fund the operation and maintenance of a new park or facility at the same time that the capital budget for the project is being developed.

### 3.2.1 Partner with non-profit organizations and community groups to provide supplementary services and programs

Conservancies and non-profit partnerships are an important source of revenue and stewardship assistance for public spaces. Newark is already home to well-established conservancies, including the Branch Brook Park Alliance (BBPA) and the Weequahic Park Association (WPA). Both BBPA and WPA are registered 501(c)(3) organizations that raise their own money to supplement annual budget appropriations and services provided by Essex County. Under partnership agreements with the County, the groups undertake regular park maintenance and landscaping services, manage capital projects, coordinate volunteers, organize programs and special events, and advocate on behalf of the larger community. In the past, the groups have collaborated with Essex County to apply for and administer major publicly-funded capital restoration projects, including a \$3 million grant from the U.S. Environmental Protection Agency. In 2010, total revenues for BBPA and WPA were \$1,339,623 and \$422,588, respectively. Key sources of funding include tax-deductible contributions and program service revenue from government fees and contracts.

The City would benefit from similar partnerships with other local organizations. One opportunity is to build on the momentum and progress of the Trust for Public Land's (TPL) "friends" groups. Friends groups consist of local community members that TPL has organized, and who have a vested interest in advocating for the regular upkeep and programming of these newly constructed assets.

Currently, TPL is providing technical assistance to create a coalition of local friends groups around City-owned parks. "United Parks as One," as it is called, is being formed by the friends groups of Mildred Helms Park, Nat Turner Park, and Jesse Allen Park.



With guidance from TPL, the three groups plan to register as a single 501(c)(3) non-profit. The ultimate goal of United Parks is to supplement the City's operational allocations through fundraising and the application for and administration of grant monies – much like BBPA and WPA. Committees will be formed to oversee maintenance and programming for each park, in partnership with the City. Eventually, TPL hopes that other local friends groups could join United Parks, or that all of the city's non-profit parks organizations could form some type of association or partnership. In addition to BBPA and WPA, SPARK Friends, a highly successful non-profit that offers programming in the Ironbound's Riverbank Park, is one model that the group can learn from.

### 3.2.2 Explore the use of real estate value recapture mechanisms to create dedicated revenue streams

Parks can increase the value of proximate real estate – residential or commercial – because they provide tangible benefits to local residents and other users. Higher real estate values result

in increased local tax revenues, which can be used for park maintenance or any other municipal service.

In 2009, the Regional Plan Association estimated that value recapture as a result of park development generally ranges between 5% and 15%, depending on the nature of the park, the services it provides, and its level of upkeep.<sup>11</sup> Put another way, for a property in close proximity to an existing park, approximately 5% to 15% of its value can be attributed to the presence of the public space.

One tool that allows municipalities to capture the value created by a new or renovated park is tax increment financing. New Jersey State Law enables municipalities to establish Revenue Allocation Districts (RAD) for the express purpose of capturing and dedicating increased revenues towards paying for capital improvements in the RAD. The RAD law actually enables local governments to pledge a range of revenue streams. For example, in the case of a new downtown park that benefits local retailers and restaurants, the municipality might dedicate a portion of local sales taxes to pay for the improvements to the park. The RAD does





not create any new taxes or fees; it only dedicates the allocation of new (incremental) local tax revenues to a specific purpose.

One area of the city where this strategy may prove useful is along Newark's riverfront. As it is built out, open space is expected to provide a substantially positive impact to adjoining real estate. Tax increment financing under the state's RAD law can potentially provide a framework to recapture and dedicate the value created by these public spaces towards their long-term capital and operational needs. However, as projects come forward, more study is needed to determine feasibility on a case-by-case basis. This could be especially useful for developing open space in the downtown stretch of the riverfront, near the city's largest concentration of businesses and large institutions.

### 3.2.3 Create a fee structure for the permitting of special events

Parks are popular grounds for community gatherings. When an individual or organization wants to reserve the right to use a City park to host a special event – whether for a concert, competitive sport, or some other function – it must first obtain a permit from NRS. Currently, NRS schedules and grants permits based on a “first come, first served” basis, and the permitting system is paper based.

While many cities charge fees associated with the permitting of special events, Newark currently does not in an effort to protect access and enjoyment of park facilities by low-income groups.

However, the charge is typically justified because of the additional related expenses these events incur to the municipality. For example, a concert or fair that sees a lot of foot traffic can ruin a newly seeded lawn or field, and depending on the scale of the event, the City must deal with extra litter and trash removal, or the Police Department might have to provide additional security.

Citing these challenges, NRS is currently in the process of creating a fee structure for the permitting of events. While precise fees have not yet been established, charges will be based on a sliding scale, where Newark residents or local community-based organizations pay little or no fees. Private companies and non-Newark residents or entities will have to pay a larger amount. Included with the fee will be the requirement to leave a deposit in case of unforeseen damage to facilities. The City will also consider, depending on the size and nature of the event, requiring applicants to pay for additional security (e.g., Newark Special Police).

### Strategy 3.3

## Design parks to retain and filter stormwater



## 04. Urban Agriculture

### Continue to support community gardening and urban farming in connection with a citywide Newark Fresh Foods Program

Access to affordable, healthy food is critical for the well-being of any community. Food not only gives us energy and health; it brings people together as families and communities. Newark currently suffers from both a food desert problem (not enough healthy food sold at affordable prices) and a food swamp problem (too much unhealthy, cheap food). This contributes to a range of health problems, including diabetes, obesity, and heart disease. It also means children have a harder time paying attention and staying focused in school.

The city only has three supermarkets, and these are widely considered to have produce sections that are substandard in terms of quality. Even so, because most Newarkers do not own cars and bus routes are limited, the ability to travel to these markets is severely restricted. Many are forced to take cabs or, more often, rely on ubiquitous fast food establishments and drugstores for meals.

The City has made healthy food access for residents a key priority, having recently created a full-time Food Policy Director position within EHD. In addition to promoting the development of supermarkets and grocery stores with healthy, fresh food options, the Master Plan can support these efforts with land use regulations and policies that protect and promote opportunities for urban agriculture.

Urban agriculture can not only improve neighborhood access to healthy food but also support efforts to promote food literacy, build social connections, provide valuable open space that retains and filters stormwater, and offer recreation, education, and economic development opportunities. Newark currently contains more than 50 active community gardens and urban farms that range from small mid-block lots to over an acre, such as at the Krueger Scott Mansion. Many of these sites are actually on City-owned land that is leased under its Adopt-a-Lot Program. Through the Program, residents and community-based organizations can temporarily lease vacant City-owned land for the exclusive purpose of gardening.<sup>12</sup> The Greater Newark Conservancy (GNC) has been the most active participant in the program; it manages community gardens at about 51 Adopt-a-Lot parcels in collaboration with local residents and provides technical assistance to several independent leaseholders.

#### Strategy 4.1

### Adopt zoning regulations that protect existing and support new urban agriculture sites, including community gardens and urban farms

Urban agriculture can benefit communities in numerous ways. At the same time, it can have unwelcome effects if not implemented carefully, such as noise, odors, and increased foot and vehicular



### Urban Agriculture Defined

*Urban agriculture* is an umbrella term that describes a range of food-growing practices, from backyard gardens to urban farms.

*Home gardens* are food-producing spaces on private residential property (multifamily or single family) that are used primarily by the property's residents or guests.

*Community gardens* are smaller-scale urban agriculture sites (often serving a neighborhood) where individuals and families grow food primarily for personal consumption or donation.

*Urban farms* are larger-scale, more intensive sites where food may be grown by an organization or private enterprise, and which often offer food for sale

traffic. To be successful, urban agriculture must be cultivated in a way that promotes food production without creating a nuisance for surrounding property owners and users.

Newark can support, promote, and preserve urban agriculture that is seamlessly integrated into different neighborhoods through its land use laws. Principally, land use regulations can ensure that agriculture occurs in suitable locations and under appropriate conditions. The following basic amendments to the Zoning Ordinance will help further this goal:

#### Home Gardens

Home gardening and edible landscaping should be permitted on all residential properties

#### Community Gardens

- Defined as private or publicly owned land used for the cultivation and consumption of fruits, vegetables, plants, flowers, or herbs by multiple users
- Permitted in all zoning districts
- Agricultural activity must be limited to an area less than one acre in size
- Sales are allowed on site only if proceeds are reinvested in site maintenance and programming

#### Urban Farms

- Defined as private or publicly owned land used for the cultivation of fruits, vegetables, plants, flowers, or herbs by an individual, organization, or business with the primary purpose of growing food for sale
- Permitted as a conditional use in all zoning districts
- Permitted only on lots of one acre or greater in size
- Sales are allowed only with an EHD-approved business and management plan

#### Strategy 4.2

### Continue to promote the use of City-owned land for community gardening

Under the City's Adopt-a-Lot Program, any resident, business, neighbor, block association, or non-profit organization interested in gardening on a City-owned vacant lot is eligible to "adopt" it from the municipality. The City partners with the Greater Newark Conservancy (GNC) to provide technical assistance with gardening, property maintenance, site design, and plant materials.

However, the program is underutilized because it is not well promoted. The City can increase awareness of the program by disseminating a map of all available lots, coupled with improved marketing to residents and community groups about where the available lots exist. Increased promotion and recruitment for the program should occur throughout the year, but with an emphasis on the late winter months to encourage the maximum use of lots for the city's food growing season.

Also, by extending the standard lease to a period longer than a single year, tenants who use their lots for food production could more effectively plan for the next growing season – instead of waiting for approval to adopt the lot year after year.

#### Strategy 4.3

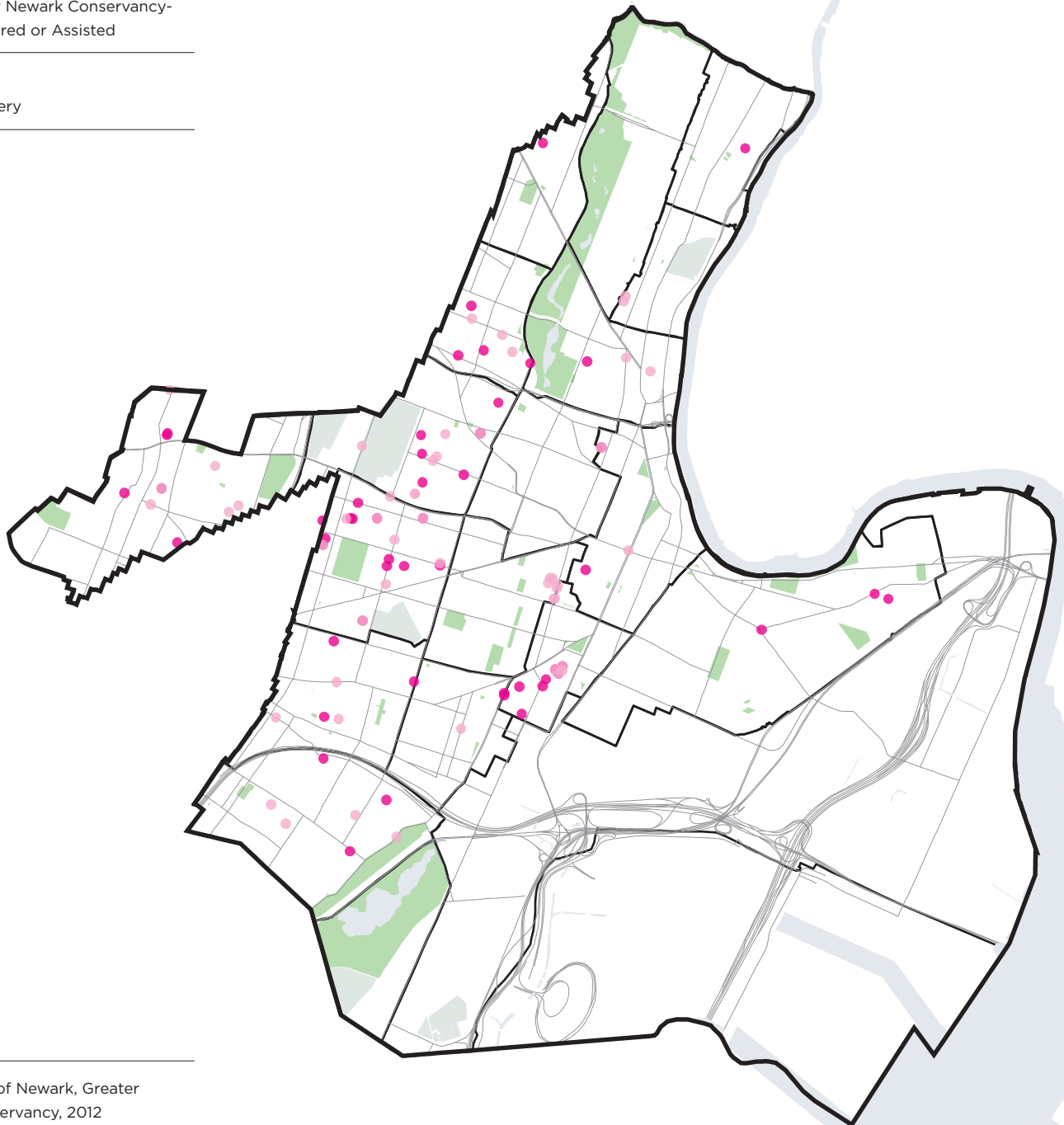
### Create a land trust to preserve successful community gardens and/or urban farms in perpetuity

In order to help protect valuable community gardens from future development, several cities have partnered with local non-profits to establish land trusts. Land trusts are non-profit entities that work to conserve land by assisting in land or conservation easement acquisition, or by managing the land or easements.

In Chicago, NeighborSpace is a non-profit that works with residents and community groups to acquire and own land that

**FIG 6.6:** Adopt-a-Lot Program  
Participants  
Newark, NJ, 2012

- Independent/Community-Sponsored
  - Greater Newark Conservancy-Sponsored or Assisted
- 
- Park
  - Cemetery



Source: City of Newark, Greater Newark Conservancy, 2012

Orientation

Scale



0 1 mi.



they have turned into successful community gardens, and which have the resources and leadership to support their continued role in the community. The organization also provides referrals to a wide range of partner organizations that supply materials, funding, technical assistance, and training. The City of Chicago, the Chicago Park District, and the Forest Preserve District of Cook County worked together to establish NeighborSpace in 1996 in response to the vulnerability of long-cherished community gardens to redevelopment activities. The three governmental agencies continue to provide Neighborspace with leadership and financial support.

Another example is the Seattle P-Path Trust, a non-profit that acquires, builds, preserves, and protects community gardens in Seattle's neighborhoods. The Trust partners with Seattle's Department of Neighborhoods to oversee 75 community gardens (23 acres) throughout the city serving 4,400 gardeners. Efforts focus on garden acquisition, development, and program support and advocacy.

In Newark, GNC is an able partner that can work with the City and neighborhood leaders to ensure community-managed spaces are protected over the long term and managed responsibly – with adequate resources and technical capacities. GNC already manages 51 Adopt-a-Lot parcels in coordination with community groups. If these sites could be transferred to GNC or another land trust entity, they could be guaranteed protection from future redevelopment activities.

## 05. Natural Resources

### Protect and enhance natural resources

#### Strategy 5.1

### Grow and maintain Newark's tree canopy

Newark has one of the lowest tree canopy coverage ratios of a city of its size in the nation. On average, 13% of the city is covered by trees, yet some neighborhoods have 5% coverage or less. Trees offer multiple short- and long-range benefits to the urban environment, including: cooling temperatures, absorbing stormwater, mitigating air pollution, sinking carbon, beautifying streets, enhancing property values, and improving neighborhood quality. Tree planting and care is also a community-building activity for residents engaged in neighborhood revitalization.

In recent years, the City has had almost no budgetary capacity to plant or maintain its trees, and as a result, it has relied solely on

volunteer and non-profit efforts. To enhance capacity to grow and maintain a healthy urban tree canopy, the City will undertake the following actions.

#### 5.1.1 Launch a "Trees for Newark" fund

The City will engage in a high-profile media campaign that raises private dollars from individuals, companies, and institutions for tree planting, maintenance, community engagement, and job training and placement in the tree care industry.

#### 5.1.2 Enhance the City's capacity to manage trees

The City can increase its ability to manage trees by implementing the following actions:

1. Establish a formal citizen advisory group that can guide the City on best practices for tree care and engage residents and community institutions.

**FIG 6.7:** Tree Canopy  
Newark, NJ, 2012



Orientation



Scale

0 2 mi.



2. Enforce requirements for site plan applicants to pay into a tree planting and maintenance fund if they cannot meet their tree planting requirements on site. Funds collected through this mechanism should be used to support the Division of Traffic and Signals and NRS in their work to cut tree pits and maintain adult trees.
3. Create streetscape design standards and development design requirements that include tree planting and set minimum standards for tree pit size and placement. Standards should be incorporated into both complete streets and green infrastructure program specifications.

### 5.1.3 Target tree planting efforts in priority locations

Priority locations include (1) along streets where residents, businesses, or institutions participate in volunteer tree stewardship activities; (2) along major truck routes (in order to absorb pollution); and (3) along major commercial corridors, complete streets, and greenways that connect neighborhoods to the downtown, parks, and other natural resources and amenities.

### Strategy 5.2

**Restore degraded and protect existing natural habitats, including parks, wetlands, and the Passaic River**

### Strategy 5.3

**Remediate brownfields to transform inaccessible open spaces into productive and healthy natural environments**

**5.3.1 Explore opportunities to remediate brownfields over the long term with clean, cost-effective, and non-environmentally disruptive techniques, such as bioremediation**



**ENDNOTES**

1. By contrast, Jersey City has 6.8 acres per 1,000 residents.
2. Trust for Public Land, *City Park Facts*, 2011.
3. City of Newark, *Master Plan Re-Examination*, 2009.
4. Not including school playgrounds.
5. Trust for Public Land, *City Park Facts*, 2011.
6. See the Housing Element for a map of the City's current portfolio.
7. For a more detail on traffic calming recommendations, see the Mobility Element.
8. Other municipalities of Newark's size have their own parks departments.
9. Trust for Public Land, *Newark Open Space Analysis*, 2008.
10. Regional Plan Association, *Practices for Newark's Riverfront*, August 2009.
11. Regional Plan Association, *Practices for Newark's Riverfront*, August 2009.
12. As of November 2011, the City owned more than 1,000 vacant lots spread throughout every ward.





# 07 UTILITIES & INFRASTRUCTURE

NEWARK MASTER PLAN



## Goals

**Ensure that Newark has utility systems and infrastructure that are efficient and effective to attract and meet the demands for economic development and safe and healthy neighborhoods**

**Ensure that utility and infrastructure systems are responsive and resilient to current demands and the future impacts of climate change, including shifts in energy supply and costs**

## Objectives

### 01 Air

Prevent additional air pollution, especially in over-burdened neighborhoods, and mitigate existing polluting sources to meet or exceed federal ambient air quality standards

### 02 Energy

Reduce energy costs and improve reliability through conservation, efficiency, and the use of clean, alternative technologies

### 03 Water Supply

Maintain the high quality and reliability of Newark's water service

### 04 Wastewater

Maintain sewer infrastructure in an adequate state of repair; reduce the frequency and mitigate the impact of street-level flooding on residents and businesses; and over the long term, improve the health of the Passaic River and Newark Bay

### 05 Waste

Move toward becoming a "zero waste" city – a place that burns and buries as close to nothing as possible

### 06 Climate Change

Meet or exceed Newark's obligations to reduce greenhouse gas emissions, and increase the resilience of Newark's built environment and protect public health from the impacts of extreme weather conditions

### 07 Broadband and Technology

Utilize and improve existing citywide broadband infrastructure

Cities rely on a vast array of interconnected systems – what we call infrastructure – to meet citizens' most basic needs. These systems deliver fresh drinking water, convey waste for recycling, power our homes and businesses, and keep street traffic flowing. In one sense, infrastructure is the basic building block of urban life, but it must also grow and adapt to meet changing conditions and needs. Ultimately, a city, its economy, its environment, and its people are only as healthy as its infrastructure and the services it provides.

Newark's infrastructure ranks among the most complex in the world, with sewers, power, telecom, and road, rail, and marine traffic all piled on top of one another. For the purpose of this Master Plan, transportation systems (e.g., pedestrian safety, roadways, rail, freight, etc.) are broken out and addressed separately in the Mobility Element. This Element looks at Newark's energy, solid waste, telecom, water supply, and wastewater systems. It also considers the impact that

## Newark's infrastructure ranks among the most complex in the world

these networks, as well as Newark's various businesses and transportation systems, have on local air quality and human health. Finally, the progress Newark makes in helping to mitigate and adapt to climate change – and the extreme weather events it brings with it – will be a key determinant in the city's ability to safeguard its developing economy, public health, and other assets.

At the time this Master Plan is being prepared, the City, under the direction of the Newark Sustainability Office, is finalizing an action-oriented plan – called the Newark Sustainability Action Plan (SAP) – to address critical sustainability issues related to Newark's air quality, energy, wastewater, solid waste, greenhouse gas emissions (GHGs), and healthy food access. This Element has benefitted from much of the research contained in the SAP and is generally consistent with its findings and agenda.

## 01. Air

### Prevent additional air pollution, especially in over-burdened neighborhoods, and mitigate existing polluting sources to meet or exceed federal ambient air quality standards

Newark's air quality is among the worst in New Jersey due to a combination of local factors, including: heavy industrial uses, regional power stations, an old building stock, and a dense transportation network that includes a seaport, airport, and several major highways. The result is a number of respiratory and related health problems for Newark's residents. Many major contributors to air quality problems are out of the direct control of City government, and projects with potential negative air quality impacts often seek to locate in areas of existing concentration – threatening to make current problems worse.

These areas of concentrated pollution are also often the poorest. The U.S. Environmental Protection Agency (USEPA) has designated several sections of Newark as “Environmental Justice Communities of Concern” because of the disproportionate impact pollution has on resident health. However, current regulation does not always provide sufficiently strong tools for government or residents in “environmental justice” areas to protect and improve human health.

Going forward, the City will take focused action to prevent additional air pollution – especially in over-burdened

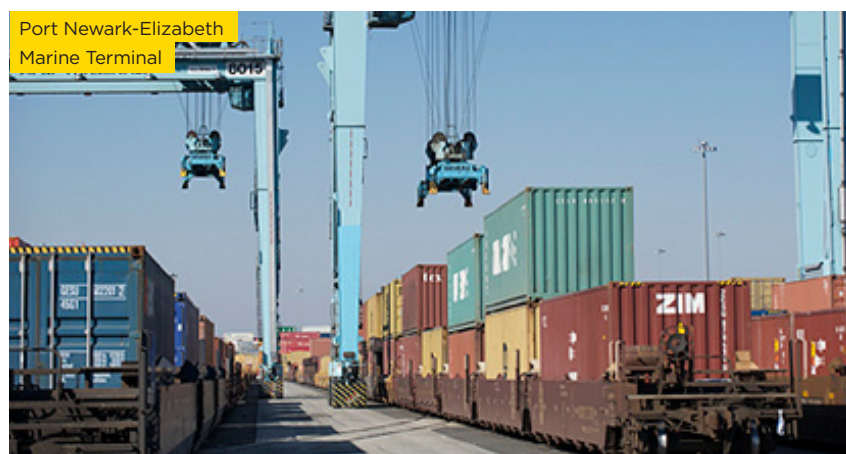
neighborhoods – and mitigate existing polluting sources in order to meet or exceed federal ambient air quality standards.

#### Strategy 1.1

### Re-engage with the Port Authority on air quality issues

Because many sources of air pollution are not directly under the City's control, high-impact projects to reduce air pollution will need to involve external partners. One of the largest and most significant of these is the Port Authority of New York and New Jersey (PANYNJ), which manages the Port Newark-Elizabeth Marine Terminal and Newark Liberty International Airport. Emissions derive from a variety of mobile and stationary sources, including shipping, air transport, truck traffic, passenger and freight terminals, and cargo-handling equipment.

In 2009, the Port Authority released a comprehensive Clean Air Strategy for all Port-related maritime operations, with a goal to reduce criteria pollutants and greenhouse gas emissions (GHGs) annually by 3% and 5%, respectively. One resulting project, which is scheduled to begin in 2015, will reimburse ocean vessel operators up to 50% of the cost differential between high-sulfur and low-sulfur fuel. Another offers incentives to Port tenants to replace cargo-handling equipment with newer technologies that meet federal on-road air quality standards.



### **Ensure sufficient coordination between municipal officials and the local utilities during the early planning stages of major development and capital improvement projects**

Newark is a heavily urbanized landscape, but not all sites have equal access to modern infrastructure and utility services. Verizon, for instance, is in the process of expanding access to high-speed communications for residents and businesses by installing new fiber optic cables and equipment under city streets and along telephone poles. PSEG engineers are making continuous upgrades to substations and other infrastructure to ensure enough electrical and natural gas capacity to meet the increasing demand of new residents and businesses. Water and sewer service extensions and connections are provided in coordination with Newark's Department of Water and Sewer Utilities. These are essential services that any new building, park, road, or district must be able to access.

Consultation and coordination with the local utilities on new development projects or capital improvements can increase operational efficiency and mitigate capacity constraints and the need for emergency improvements down the line. The repaving of a local street is a prime example of an opportunity to coordinate the maintenance and/or installation of fiber optics, power lines, storm drains, and sewers, among other things. Major new developments expected to require substantial new services represent another opportunity. These include projects like Teachers Village or the new Marriott Hotel on Broad Street. Early consultation with the utilities to identify the type, size, and intensity of the new use will assist their engineers in planning for and making necessary improvements to their networks to accommodate the projected new demands of the site.

The Port Authority also leases property to the Covanta Corporation, which operates New Jersey's largest waste-to-energy power plant. The plant, which processes municipal solid waste from Essex County, New York City, and the surrounding region, has a permit from the State to incinerate up to 950,000 tons of trash, which generates enough electricity to power 45,000 homes, each year. While it employs several air pollution remediation technologies and generally operates in compliance with New Jersey Department of Environmental Protection (NJDEP) standards, the Covanta

facility does not utilize the most progressive filter technologies. Its proximity to residential neighborhoods in the Ironbound make this a highly sensitive issue. In March 2012, Governor Christie announced an agreement with PANYNJ and Covanta to install a state-of-the-art particulate emissions control system, called a "baghouse," at the facility. Upgrades are expected to be completed in 2016.

The creation of a formal, high-level engagement strategy between the City, PANYNJ, operators of facilities such as the Covanta incinerator, and major shipping and trucking companies (as appropriate) is a first, necessary step to coordinate improvements that can reduce Newark's exposure to harmful emissions. The City will work with stakeholders to develop a specific agenda and schedule for these meetings, which may include:

- One meeting per year with top executives from the City and PANYNJ to review progress on air pollution goals;
- Regular meetings among staff at each entity tasked with overseeing the implementation of joint air quality projects and programs; and
- An annual hearing before the Newark Municipal Council on health impacts, job and business opportunities, and employment standards in and around the port.

Goals and progress reports should be transparent to the public and developed in collaboration with researchers, environmental professionals, Newark residents, advocates, and community-based organizations. Key issues for engagement include:

- Updates on commitments in PANYNJ's Clean Air Strategy and responses to proposals raised by the Healthy Port Coalition;
- Anti-idling requirements for loading and transport vehicles;
- Shore power connection requirements for ships at dock;
- Increasing the use of low-sulfur ship fuels;
- Increasing the number of high efficiency and alternative fuel vehicles used in port operations and by trucking companies (without penalizing drivers); and
- Strategies for engaging other port-related businesses and industries that operate in Newark to mitigate air pollution.

*For more information on this strategy, see the Newark Sustainability Action Plan.*





### Strategy 1.2

## Reduce vehicle idling and emissions

Newark is a major distribution hub for the eastern U.S. due to its proximity to transportation networks, including interstate roadways, rail, and air and seaports. Although this nexus contributes to the city's economic base, it also contributes a significant amount of air pollution that adversely affects both residents and workers. Of particular concern is the exhaust expelled from diesel trucks idling at multimodal transfer facilities and distribution centers, as well as driving through the city – both on and off officially designated truck routes. Diesel exhaust contains many toxic air contaminants, including fine particulate matter (PM 2.5), and is a major contributor to the local urban heat island effect and greenhouse gas emissions.

To address this issue, the City, under the leadership of the Newark Sustainability Office, has identified four key action areas, as follows.

### 1.2.1 Promote improved enforcement and compliance with anti-idling laws and truck route rules

The Newark Police Department is currently responsible for enforcing New Jersey Anti-Idling Regulations in conjunction with all other public safety responsibilities and priorities. A number of means are available to increase compliance. The City will explore opportunities to:

- Promote the targeted enforcement of anti-idling and truck route rules in areas adjacent to daycare facilities, schools, healthcare facilities, senior housing, residential neighborhoods, and

prisons and detention centers (“Diesel Free Zones” – to “Drug Free School Zones” – will be identified by staff in the Division of Planning and Sustainability Office and communicated via clear maps and street lists to the Police Department);

- Train 4311 staff on how to direct complaint calls for idling;
- Educate truck drivers about the health dangers to themselves and the community of idling or violating truck route rules, and communicate both the laws and enforcement policy to drivers, distribution centers, and fleet owners;
- Conduct trainings with police precinct captains on how to recoup costs associated with additional enforcement through fine collection from writing tickets; and
- Increase penalties above the state requirement to create a stronger deterrent to idling within Newark. Increased fines could be targeted to residential and school areas, as some municipalities have done, and to repeat offenders.

### 1.2.2 Require facilities infrastructure improvements to avoid truck idling

Providing electrical outlets at commercial truck stops, loading docks, and port facilities – called “shore power” – enables trucks to turn off their engines while continuing to power on-board electric, refrigeration, and climate control systems. This is a strategy to reduce the needless consumption of diesel fuel and the associated air pollution.

The provision of shore power requires the installation of electrical outlets at the exterior of all loading docks. Since power is already provided at the loading docks to operate overhead door and dock leveling equipment, the expense is minimal. The cost of the

electrical power supplied to the truck is offset by reduced fuel consumption for facilities that own their own fleets.

Existing truck-intensive facilities will be targeted for an outreach campaign by the Sustainability Office, in collaboration with BCDC, to make them aware of the technology and provide them with information about any incentives or rebates available to offset the cost of the upgrades.

For new facilities with multiple loading docks and at new truck stops, the City will promote these technologies by adopting revisions to its Zoning Ordinance that make the inclusion of shore power a condition for obtaining site plan approval.

### **1.2.3 Adopt land use and zoning rules that increase the efficiency of truck travel and minimize the impact of diesel emissions on vulnerable populations**

In addition to requiring shore power capabilities for new truck-intensive facilities, Newark's Zoning Ordinance can help mitigate the impact of these uses on residents and workers by making project approvals conditional upon an ability to meet certain standards. The following conditions will be considered in conjunction with a more comprehensive amendment to the Ordinance that screens new projects for their cumulative impacts on air quality (see Strategy 1.3 for more information):

- Require trucks using the site to meet minimum emissions standards (to be developed by the Newark Sustainability Office) and comply with all state and federal diesel emissions standards;
- Require the submission of truck route plans that comply with City truck route rules, as well as a plan to minimize emissions associated with trucks (these requirements would be waived for projects using electric, hybrid, or CNG trucks); and
- Require the submission of plans that reflect shore power capability if the facility will have trucks waiting for deliveries or pick-ups.

### **1.2.4 Facilitate upgrades to cleaner trucks for private fleets and support improved working conditions for independently contracted truckers**

The City will explore opportunities to upgrade private truck fleets with cleaner, more fuel-efficient engines and support improved working conditions for truckers in coordination with local trucking companies, the Port Authority, the Coalition for Healthy Ports, and other major stakeholders. This may include efforts to finance and develop an electrified truck stop for truckers employed as independent contractors.

*For more information on these strategies, see the Newark Sustainability Action Plan.*

### **Strategy 1.3**

## **Amend the Zoning Ordinance to screen new projects for cumulative impacts on air quality**

Cities can use zoning to limit land uses that, if left unregulated, would contribute to harmful cumulative impacts on air quality. Amendments to Newark's Zoning Ordinance will include air quality provisions that specify compliance criteria for conditional and/or permitted uses in each of the city's zoning districts. In other words, municipal approval of certain known polluting uses or industries will not be granted unless project sponsors agree to meet key performance standards.

In order to effectively implement this initiative, the Newark Sustainability Office will work with the Division of Planning to develop submission requirements that can be used to document compliance of a proposed development. Performance standards (e.g., levels of acceptable emissions of different pollutants) for each of the city's industrial and commercial zones will need to be determined and tied to various potential project types and sizes.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

### **Strategy 1.4**

## **Implement a system to monitor neighborhood-level ambient air quality**

USEPA administers the National Ambient Air Quality Standards (NAAQS), which provide a basis to benchmark pollutants considered harmful to public health and the environment. According to USEPA, Essex County does not meet NAAQS standards in a number of air quality classifications, including those for particulate matter, ozone, and carbon monoxide. To track New Jersey's air quality, NJDEP maintains 19 air quality-monitoring stations throughout the state, one of which is located in Newark.

In order to acquire a deeper, fine-grained understanding of how certain types of industrial activities, land uses, and traffic patterns in Newark are impacting resident health, the City will seek to establish a network of neighborhood-based monitoring stations. Having these stations can prove instrumental in shaping public policy, weighing permit approvals for industrial land uses, and identifying "hot spots" to focus permit and anti-idling enforcement, among other things.

Because full-scale ambient air quality monitoring stations are expensive to purchase and maintain, the City will focus on tracking temperature (i.e., urban heat island effect) and particulate matter (2.5 microns or smaller). The City will also seek opportunities to partner with Newark's universities and local community-based organizations to assist in setting up and operating the air stations.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

#### Strategy 1.5

### Improve indoor air quality in homes and other public and private buildings

A growing body of scientific evidence has indicated that the air within homes and other buildings can, in some cases, be more seriously polluted than outdoor air. Some sources, including building materials, furnishings, and household products, release pollutants more or less continuously, while others, related to activities carried out in the home, release pollutants intermittently. These include smoking, unvented or malfunctioning stoves, furnaces, or space heaters, and household cleaning products. Poor ventilation can help trap these and other harmful pollutants, such as mold, inside homes.

The City intends to partner with the Green and Healthy Homes Initiative (GHHI) to devise a cost-effective and integrated approach to housing interventions throughout the city that leverage federal, philanthropic, City, and other investments to improve the health and safety of living environments through weatherization, energy

efficiency, and air quality. Resources to target 250 homes for pilot retrofits have already been identified.

#### Strategy 1.6

### Phase out boilers and burners that use the dirtiest home heating oils

Buildings that burn dirty home heating oils, such as "No. 6" or "No. 4" fuel, can have severe impacts on local air quality and public health, as well as contribute to GHG emissions. In New York City, for example, those buildings burning the dirtiest grades of heating oil produce more pollution than all of the city's cars and trucks combined. Switching to No. 2 oil and/or natural gas can not only reduce airborne pollutants but also lower operating costs.

The City recently conducted a preliminary audit of property information for large buildings in Newark and has identified three that burn No. 4 or 6 heating oil. These have been enrolled in a pilot upgrade program. Assuming that it demonstrates financial viability, the program may be expanded to other buildings. A first goal is for the City to engage with property owners and explore strategies to encourage them to upgrade boilers and furnaces to use cleaner fuels. If that approach is not effective, the City will consider taking New York City's more regulatory approach for upgrade phase-ins.



## 02. Energy and Energy Distribution

### Reduce energy costs and improve reliability through conservation, efficiency, and the use of clean, alternative technologies

Energy prices in New Jersey are among the highest in the country, and the cost of energy increases disproportionately with older, less well-maintained buildings and vehicles typical of New Jersey's largest city. Newark residents, businesses, and government agencies pay a high price for energy to begin with, buy more of it because of inefficient buildings and equipment, and often face challenges in taking advantage of programs designed to alleviate energy cost burdens. The energy used in Newark's buildings, streets, and vehicles also carries environmental and public health costs, especially when they involve diesel fuel, worsening air quality for residents and workers.

#### Strategy 2.1

### Reduce the municipal government's energy consumption

The below strategies will help the City achieve its goal to reduce the municipal government's energy consumption by 20% over the next five years.

#### 2.1.1 Establish municipal energy task forces

The City will establish internal operations task forces for both municipal energy and vehicle fleet management. The purpose of both entities will be to break down silos and facilitate interdepartmental coordination and planning. Each task force will be chaired by the City's Director of Environmental and Energy Services and will include representation from every relevant department, as well as members of the Mayor's Office and the Office of the Business Administrator. Both task forces will be responsible for setting municipal policy, establishing mileposts for implementing the policy, and determining timeframes and responsibilities for reaching those mileposts.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

#### 2.1.2 Perform energy efficiency retrofits for the most energy-intensive municipal buildings

Newark operates a municipal building stock of various types and age. In 2010, the City commissioned energy audits for 17 of its

Rooftop solar panels at Barringer High School



Science Park High School



most energy-intensive buildings. The purpose was to identify and quantify energy saving opportunities. If all of the suggested energy conservation measures were implemented, the City could achieve an estimated 19% energy savings and reduce its GHG emissions by 2,269 tons of carbon dioxide. The City will aim to achieve these and similar energy savings in all of its municipal buildings.

The first step in implementation will be to evaluate and determine the best structure for an Energy Savings Agreement with an Energy Services Company (ESCO), followed by the selection of an ESCO to implement energy conservation measures under New Jersey's Energy Savings Improvement Program. Whenever energy conservation measures are implemented, the City will also install component pieces of a comprehensive building management system (BMS). BMS is a computer-based system that automatically controls and monitors building services, such as heating, air conditioning, ventilation, boilers and lighting, and the data collected can be used to develop quantitative energy consumption reduction targets. Grouping control of these systems can result in additional energy savings of up to 30%. Over time, the City will seek to develop an integrated BMS system that can control and monitor all municipal buildings from a central location.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

### 2.1.3 Establish energy performance standards for new construction and major renovations

Cities throughout New Jersey and across the nation have incorporated energy performance and other green building standards into municipal ordinances. In 2009, the Newark Sustainability Office initiated an effort to develop a sustainable building ordinance to stimulate the application of green building standards to new municipal buildings projects, including: non-residential new construction or major renovations of municipal buildings over 10,000 square feet and projects (public or private) receiving City funding for more than 50% of total costs.

The ordinance was developed but not presented to the Municipal Council due to a range of staff concerns about implementability and cost. However, as green building has become more mainstream, many of the added costs – including certification and administrative fees – have come down significantly. The Sustainability Office will initiate a new effort to adopt a green building ordinance, which will include the following provisions:

- Newly constructed municipal projects must be qualified to achieve LEED for New Construction (LEED-NC) ratings;

- Major renovation municipal projects with estimated costs in excess of \$500,000 must be qualified to achieve LEED for Existing Buildings (LEED-EB) ratings;
- Municipal projects must achieve 75 points on the EPA national energy performance rating system as determined by the Energy Star Target Finder Tool to ensure facility operating costs are optimized;
- If the cost of adhering to these standards exceeds 20% of project cost, the City Engineer and Business Administrator may modify the project to cut costs;
- At a minimum, the project must still be qualified to attain a LEED certification rating; and
- All municipal buildings shall be benchmarked with the Energy Star Portfolio Manager Tool (this requirement should be phased in starting with buildings over 200,000 gross square feet).

The City will also develop minimum energy performance standards for multifamily residential and commercial buildings receiving over half the value of any public subsidy package from the City – including, for example, discounted land sales, direct construction subsidies, or tax abatements.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

### 2.1.4 Launch an LED street light replacement program

Newark's 60,000 streetlights, which are owned and operated by PSEG, account for nearly 60% of the municipal government's total energy use. In 2010, the City paid PSEG over \$8 million to power its streetlights, traffic signals, and walk signals. The City is charged a flat monthly rate per streetlight that includes maintenance, energy transmission, and energy consumption.

Light emitting diode (LED) fixtures are an energy efficient alternative to the high-pressure sodium bulbs found in Newark's existing streetlights. A complete retrofit of the city's 60,000 existing fixtures with LED fixtures could potentially result in a 36% reduction in municipal energy use – an astounding amount. The savings in energy use would exceed the total cost of energy used by the LEDs.

Newark has approximately \$2.9 million in U.S. Department of Energy Qualified Energy Conservation Bonds available to invest in initial streetlight conversions, and it could use the accrued savings to fund additional retrofits over time (e.g., with a revolving fund). Provided ongoing analysis establishes that the LED conversion of

streetlights is financially and technologically feasible, the City will aim to convert 40% of its streetlights within the next five years.

For more information on this strategy, see the Newark Sustainability Action Plan.

Strategy 2.2

**Adopt energy performance standards and/or incentives for private sector building and rehabilitation projects**

Newark currently encourages energy-efficient construction but employs a limited number of standards or incentives. For new one- to four-family homes, it requires insulation to meet or exceed New Jersey Energy Star Program standards, and all housing rehabilitation projects receiving Neighborhood Stabilization Program funds must meet Enterprise Green Communities Criteria.

Recent and planned projects, are achieving high levels of energy efficiency. When completed this year, the Genesis Apartments in Clinton Hill, a project of HELP USA and The Make It Right Foundation, will provide 56 units of rental housing for veterans and low-income families. The project is expected to achieve LEED Platinum certification, with energy savings of 33%. The planned Panasonic building in Newark’s downtown is also expected to achieve LEED Platinum.

More analysis is needed to determine the most appropriate strategies for stimulating energy-efficient building practices by the private sector. Standards and incentives need not focus on energy efficiency alone but should be cross-referenced with other green building strategies included elsewhere in this Master Plan, such as those addressing sustainable site and building design.

Strategy 2.3

**Facilitate weatherization and energy retrofits for existing residential buildings**

Residential energy audits, weatherization, and energy retrofit projects can reduce energy bills, make homes safer and more comfortable, and provide job opportunities for residents. They also represent an important potential growth area in the “green” economy.

Residents interested in weatherizing their homes have access to the federal Weatherization Assistance Program (WAP), which offers eligible homeowners free or reduced cost assistance to lower their home energy bills through the installation of energy conservation measures. WAP in Newark is administered by two local non-profit agencies: First Hopewell Baptist Church and La Casa de Don Pedro. The New Jersey Clean Energy Program (NJCEP) offers additional rebates, in-home energy assessments, energy usage calculations, and financial incentives.

Newark recently allocated \$426,000 of its federal stimulus grant from the U.S. Department of Energy to community groups in support of residential energy improvements. These funds have been used to support a project with International Youth Organization, which is working with a crew of young people to complete energy audits, safety checks, and weatherization work on 50 homes in Newark – primarily targeting seniors. Funds are also being used to help the Lincoln Park Coast Cultural District (LPCCD) hire workers trained in its green jobs program to perform comprehensive energy audits and retrofits on 10 existing buildings in the Lincoln Park neighborhood. These upgraded buildings will

**FIG 7.1:** Energy Saving Measures  
Already Installed by Newark  
Newark, NJ, 2012

Buildings	Total Cost	Total Cost to City (20%)	Annual Savings	kWh Saved Annually	Payback Period (Yrs)
920 Broad Street (City Hall)	\$347,170	\$69,434	\$45,219	301,461	1.5
920 A Broad Street (City Hall Annex)	\$76,824	\$15,365	\$15,800	105,475	1.0
31 Green Street (City Courts)	\$297,273	\$59,455	\$47,100	314,000	1.3
226 Rome Street (Ironbound Rec. Center /Pool)	\$220,077	\$44,016	\$24,666	51,930	1.8
46 St. Charles Street (Ironbound Rec. Center)	\$87,312	\$17,463	\$12,573	83,821	1.4
Total	\$1,028,658	\$205,733	\$145,358	856,687	1.4



join several new LEED-certified affordable residential buildings developed by LPCCD in the area.

### **2.3.1 Support additional funding for energy audits and upgrades**

After the above-reference stimulus funding is spent, the City will continue to facilitate resident access to energy audits, weatherization and retrofit services, rebates, and other incentives for the implementation of energy upgrades, including programs offered through the New Jersey Clean Energy Program. The Green and Healthy Homes Initiative, referenced above, will also serve as a vehicle for reaching more residential units with these services.

### **2.3.2 Create a single portal that describes all existing incentive and rebate programs, as well as energy saving tips, for residents**

Newark residents face a sometimes bewildering array of options when it comes to energy upgrades for their homes. Some programs are available only to residents of the Urban Enterprise Zone; some have more restrictive income eligibility requirements than others. Weatherization services were offered in Newark last year by two State-funded entities, two City-funded entities, two non-profit organizations, and, in a limited fashion, by PSE&G, the regional utility. A one-stop web portal that provides information about all available incentives based on the input of an address will allow residents clearer access to existing resources. This portal can also provide information about new programs as they become available.

*For more information on these strategies, see the Newark Sustainability Action Plan.*

## **Strategy 2.4**

### **Complete a local energy assurance plan**

An energy assurance plan is a standardized planning document that a city can rely on during an energy emergency and supply disruption to ensure the safety of residents, workers, and visitors. It is similar to an emergency management plan but involves improving the resiliency of the energy infrastructure.

The City will create an energy assurance plan to leverage clean and renewable energy technologies that enhance security and grid reliability and can help to avoid power shortages and outages. The plan will also create a framework for facilitating improved communication among key players in the local energy distribution system and will lay the groundwork for expanding job opportunities for Newark residents in the clean energy sector.

## **Strategy 2.5**

### **Expand the use of distributed resources and generation technologies**

Where feasible, the City should also encourage the use of distributed resources, which include not only small-scale generation – such as solar photovoltaic panels, solar water heaters, or geothermal heat pumps – but also storage and load control technologies, such as smart meters. Distributed resources present new opportunities for communities to generate clean, renewable energy, control the cost of energy, and keep benefits local.

## **Strategy 2.6**

### **Establish a Newark Energy Aggregation Program and contract with a qualified third-party supplier to offer participants (including residential, commercial, and public-sector users) with discounted energy prices**

## 03. Water Supply

### Maintain the high quality and reliability of Newark's water service

Newark owns and operates a water system that provides potable water for household, commercial, and industrial use. Water is obtained from two major sources in the NJ Highlands region: (1) the Pequannock watershed, which is owned and operated by the City, and (2) the Wanaque watershed, which is owned and operated by the North Jersey District Water Supply Commission, a State agency. The system delivers, on average, approximately 77 million gallons per day (MGD) of water through over 600 miles of transmission and distribution mains. The Newark Department of Water and Sewer Utilities is responsible for the maintenance and operation of this infrastructure.

In addition to providing retail water service to Newark residents and businesses, the City also provides water (totaling approximately 15.8 MGD) to Elizabeth, East Orange, Bloomfield, Belleville, and

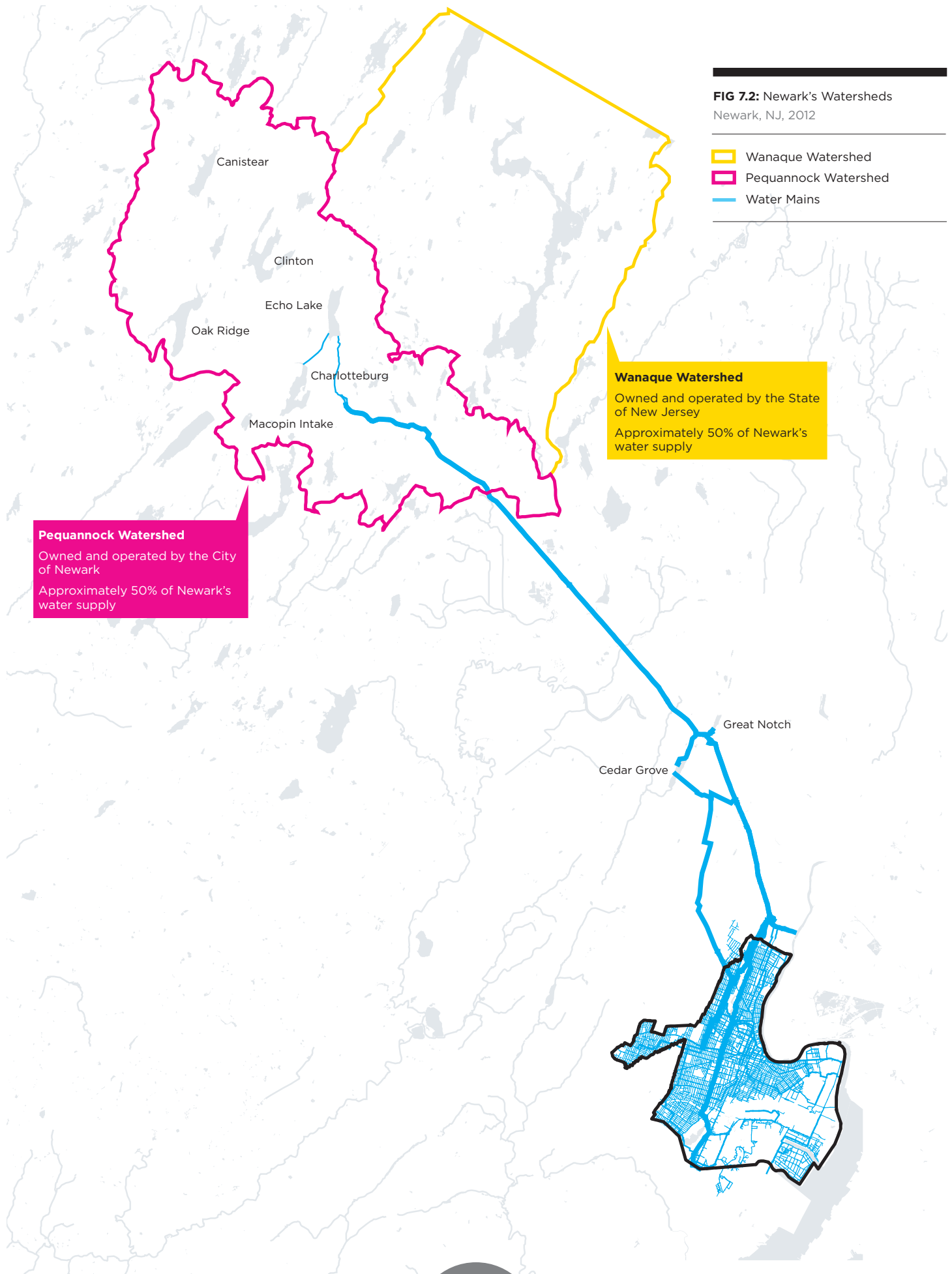
Pequannock at wholesale rates. The City has a total supply capacity of approximately 104.9 MGD, leaving it with a significant surplus of 27.9 MGD – enough to meet current and future demand.

Newark is faced with the challenge of delivering a high quality resource with a system that dates to the 1850s. Many components of the system require significant maintenance, repair, and replacement in order to meet modern day standards and comply with changing federal and state regulations. However, the City faces consistent budget shortfalls and an inability to issue tax-exempt bonds for capital projects.

In 2011, the City prepared a Water System Master Plan, which includes a comprehensive evaluation of its water supply system and a 10-year capital improvement plan (CIP), to ensure it can continue to provide safe, adequate, and reliable service to its customers. Refer to this document for more detail on any of the below strategies.

Newark's Pequannock watershed







**Strategy 3.1****Prepare a Watershed Management Plan**

The City owns approximately 35,000 acres of land within the Pequannock watershed, which is managed by the Newark Watershed Conservation and Development Corporation – a non-profit established by the City to manage its water supply infrastructure. A formal Watershed Management Plan is needed to ensure the long-term health of the water supply in the face of potentially detrimental man-made and naturally occurring activities.

*For more information on this strategy, see the Newark Water System Master Plan.*

**Strategy 3.2****Complete a range of short- and long-term improvements to water treatment, storage, pumping, and interconnection facilities**

Extensive capital investment is required in these facilities to improve system performance and comply with modern standards and regulations.

*For more information on this strategy, see the Newark Water System Master Plan.*

**Strategy 3.3****Undertake regular preventative maintenance on transmission and distribution mains before they result in emergencies or potentially catastrophic failures**

Maintenance activities should be tracked continuously in a Geographic Information System (GIS).

*For more information on this strategy, see the Newark Water System Master Plan.*

**Strategy 3.4****Explore opportunities for generating renewable energy, including hydropower, solar energy, and wind power, at select facilities**

The City has identified several projects with potentially favorable returns that will need to be studied further.

*For more information on this strategy, see the Newark Water System Master Plan*

**Strategy 3.5****Explore additional revenue generating and cost avoidance measures**

Potential measures include improved billing data and metering, interconnection fees, reduced leakage, and the sale of development rights in the watershed, among other strategies.

*For more information on this strategy, see the Newark Water System Master Plan.*

## 04. Wastewater

**Maintain sewer infrastructure in an adequate state of repair; reduce the frequency and mitigate the impact of street-level flooding on residents and businesses; and over the long term, improve the health of the Passaic River and Newark Bay**

The City is responsible for managing massive amounts of wastewater – both sanitary sewage and stormwater runoff – and its success in this effort is directly linked to the health of Newark’s waterways, the efficiency and resilience of its infrastructure, and the health and safety of residents and businesses.

Half of Newark’s land area is served by a separate sewer system (SSS), which has distinct pipes for collecting sanitary sewage and stormwater, while the other half utilizes a combined sewer system (CSS). The CSS was constructed prior to 1910 and is mostly located at the city’s center. In dry weather, the system delivers sanitary sewage to a treatment facility in the port area operated by the Passaic Valley Sewerage Commissioners (PVSC). In wet weather, however, storm, snow melt, and other surface runoff water enter the combined sewers, and if the conveyance capacity of the system is exceeded (which happens frequently during periods of heavy rain) the excess flow is diverted and discharged into the Passaic River and Newark Bay – an event known as combined sewer overflow (CSO). CSOs are a major source of waterborne contaminants that impact the City’s ability to comply with state and federal water quality regulations. Periods of heavy rain can also lead to basement flooding in homes and businesses, as well as pervasive street-level flooding, which is exacerbated by a lack of pervious surfaces and inadequate drainage facilities.

Like its water supply system, Newark’s sewers are aging. In the near term, the City will need to continue to spend significantly more on the rehabilitation and replacement of existing infrastructure than it will to increase capacity. Simultaneously, significant investments in “green infrastructure” will help to offset capacity issues in combined sewer districts, reduce combined sewer overflows, and improve drainage in flood-prone areas.

### Strategy 4.1

**Maintain and upgrade grey infrastructure to address critical environmental challenges and provide safe and reliable service**

Newark relies on an extensive system of “grey infrastructure” – including sewers, pipes, pumping stations, catch basins, and combined sewer outfalls – to convey, treat, and discharge its wastewater. Many components of this system are more than 100 years old; they are approaching the end of their service life and need to be upgraded or replaced in order to avoid deterioration and failure. At the same time, the City must meet a host of regulatory requirements and water quality standards.

In 2011, the City created a Sewer System Master Plan, which includes a comprehensive evaluation of its sewer system and a 10-year capital improvement plan (CIP), to make critical improvements. Refer to this document for more detail on any of the below strategies.

#### 4.1.1 Design and construct all outstanding CSO floatable control facilities

There are 17 permitted CSO outfalls in Newark: 12 along the Passaic River and five in the Peripheral Ditch along the perimeter of Newark International Airport. The City is currently under an Administrative Consent Order issued by NJDEP to construct screening and netting facilities at its CSO points to control floatables and other large solids. The City has completed construction at eight of its CSO points, but a lack of funding for capital projects has stalled the construction of additional facilities.

*For more information on this strategy, see the Newark Sewer System Master Plan.*

#### 4.1.2 Continue to evaluate, rehabilitate, and replace all brick and non-brick sewers

Brick was used to construct the city’s earliest sewers, and brick sewers today make up the majority of the main line sewers within

the system. Because of their age, they are also the most susceptible to failure. The Brick Sewer Rehabilitation Program, which began in 1990, has been successful in renewing this infrastructure and should be continued.

The City will also undertake a program to renew the non-brick wastewater collection system on a manageable and sustainable investment schedule.

*For more information on this strategy, see the Newark Sewer System Master Plan.*

#### **4.1.3 Implement targeted flood control measures in areas prone to flooding**

The City will undertake projects primarily intended to improve the stormwater drainage system and mitigate storm-related flooding. These should include or be paired with cost-effective green infrastructure components whenever possible.

*For more information on this strategy, see the Newark Sewer System Master Plan.*

#### **4.1.4 Explore the possibility of increasing wet weather flows from the combined sewer system to the PVSC wastewater treatment plant**

The City will collaborate with PVSC on strategies to increase wet weather flows through modified operations that take advantage of real-time controls and other measures to provide treatment at the plant.

*For more information on this strategy, see the Newark Sewer System Master Plan.*

#### **4.1.5 Ensure compliance with pending state and federal regulatory requirements**

*For more information on this strategy, see the Newark Sewer System Master Plan.*

#### **4.1.6 Ensure water rates are sufficient to fund not only operational needs but also planned capital improvements**

Preventing catastrophic sewer failures is not possible with a totally reactive approach to sewer renewal. In addition, the repair or replacement of a sewer under emergency conditions is typically much more expensive than if the repairs are conducted as part of a targeted rehabilitation program. The allocation of capital funds should be based on the recommendations contained in the 2011 Sewer System Master Plan.

*For more information on this strategy, see the Newark Sewer System Master Plan.*

### **Strategy 4.2**

## **Implement green infrastructure improvements**

“Green infrastructure” is an approach to managing stormwater that mimics nature by relying on carefully landscaped earth and plants rather than on concrete, pipes, and storage tanks. Newark



Green infrastructure that retains and filters stormwater runoff on a parking lot in Portland, OR



has a heavily paved built environment. By making the city greener and more permeable, stormwater can be captured before it reaches the sewer system, thus reducing CSOs, protecting property from sewer backups, and mitigating local flooding. Green infrastructure and permeable surfaces can also help address other municipal priorities, such as reduce ambient air temperatures, expand access to open space, improve air quality, lower energy demand, reduce greenhouse gas emissions, and make the city more resilient to the impacts of climate change.

In recent years, the City adopted regulations and design standards that promote pervious/permeable surfaces and stormwater retention and filtration. For example, a comprehensive set of new zoning standards for one-, two-, and three-family homes limits front yard impervious coverage to no more than 55% of the front yard area. Newark's Streetscape Design Guidelines for Commercial Corridors encourages the use of permeable pavers as a pilot material, sets standard dimensions for tree pits, and promotes the use of infiltration planters as an alternative to planter pots.

#### 4.2.1 Integrate green infrastructure requirements and best practices into the municipal Stormwater Ordinance

Stormwater runoff is generated when precipitation from rain and snowmelt flows over impervious surfaces, such as paved streets, parking lots, and building rooftops, and does not percolate into the ground. As the runoff flows over impervious surfaces, it accumulates debris, chemicals, sediment, and other pollutants and (if untreated) transports these pollutants into adjoining water bodies and groundwater sources, such as the Passaic River.

The City's existing Stormwater Ordinance requires new developments or significant redevelopments to capture 100% of its stormwater runoff on site – a fairly stringent rule compared to other municipalities in New Jersey. In meeting these requirements, developers are encouraged to consider flood control, groundwater recharge, and pollutant reduction through non-structural or low impact techniques (e.g., green infrastructure) before relying on structural solutions (e.g., storm drains and concrete retention basins), which feed into sewers. However, the Ordinance in its current form does not contain minimum design or performance standards for these strategies, and developers are not required (they are only encouraged) to incorporate green infrastructure into building and site designs.

The City has drafted a revision to the Ordinance that it will seek to adopt. The revision requires developers to use non-structural stormwater management strategies to the maximum extent practicable, and it establishes minimum design and performance

standards to regulate groundwater recharge and runoff quantity impacts.

#### 4.2.2 Develop a standard manual of green infrastructure best practices for use by municipal agencies and the private sector

Currently, the City does not have standard details for non-structural stormwater management devices. These can serve as a guide or manual for City engineers, design professionals, and developers seeking to build out a project in compliance with the above regulations.

Many examples exist that the City can use as models. In coordination with the Engineering and Water and Sewer Departments, the Newark Sustainability Office will review the following non-structural standard details from the New Jersey Stormwater Best Management Practices Manual:

- **Bio-retention systems:** plant-based filtration devices that remove pollutants through a variety of physical, biological, and chemical treatment processes
- **Pervious paving systems:** materials that permit water to enter the ground by virtue of their porous nature or by large spaces in the material
- **Vegetative filters:** filters designed to remove suspended solids and other pollutants from stormwater runoff flowing through a length of vegetation

Once reviewed and adopted, standard details will be issued to City engineers, design professionals, and local developers.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

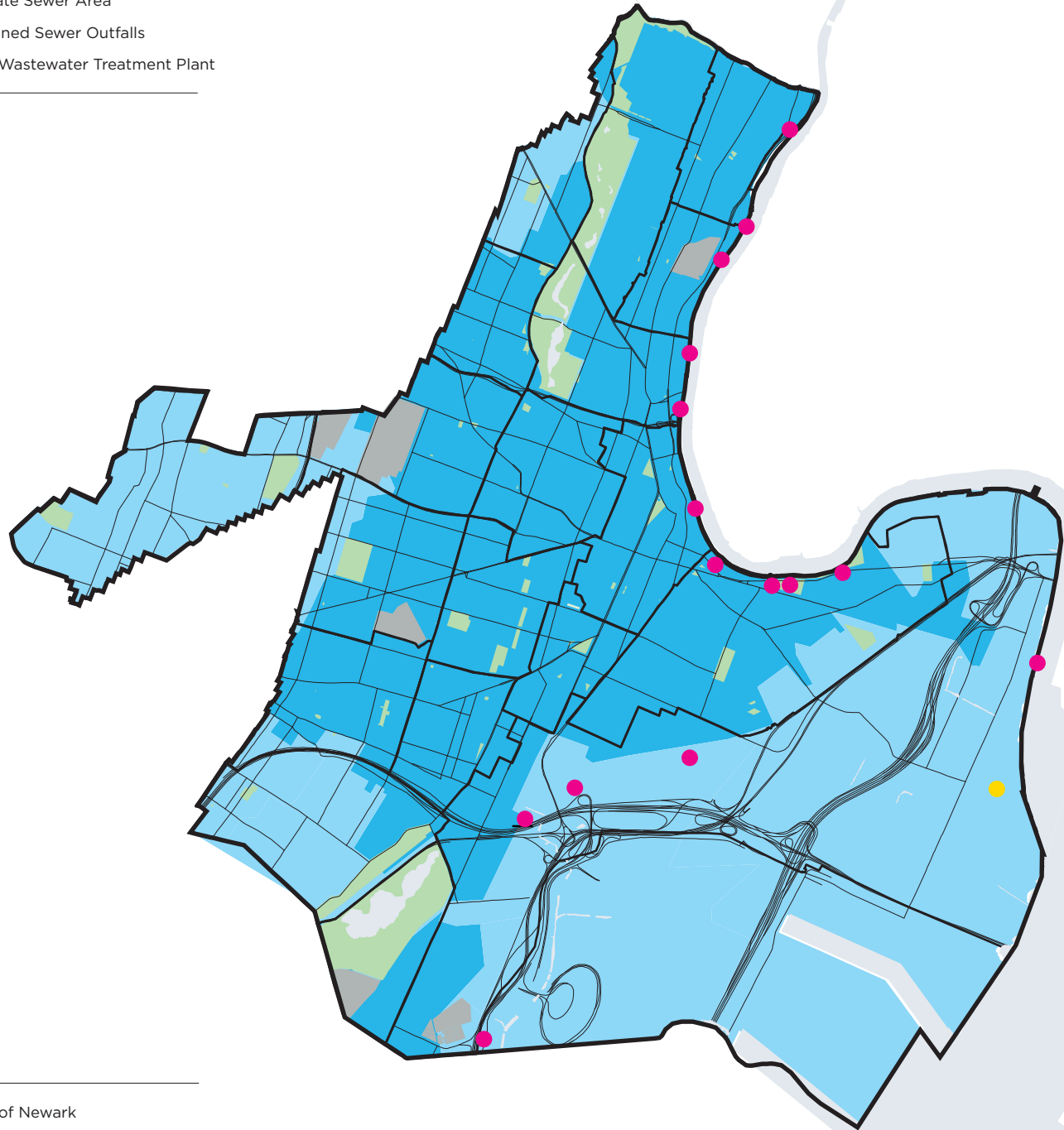
#### 4.2.3 Require developers unable to meet on-site stormwater capture requirements to fund off-site mitigation activities

As described above, Newark's Stormwater Ordinance requires new developments to capture 100% of its stormwater runoff on site. This standard is more restrictive than the NJDEP minimum requirement, but it is necessary because Newark's stormwater sewers and combined sewers are already at full capacity. However, on some sites, 100% capture may be neither feasible nor practical from a cost perspective.

The City will explore opportunities to require property owners who are unable to capture 100% of their stormwater on site to instead contribute to a fund that would support stormwater management investments (with a focus on green infrastructure)

**FIG 7.3:** Combined and Separate Sewer Areas  
Newark, NJ, 2012

- Combined Sewer Area
- Separate Sewer Area
- Combined Sewer Outfalls
- PVSC Wastewater Treatment Plant



Source: City of Newark

Orientation      Scale



0      1 mi.

throughout the city. The owner would still be required to capture the NJDEP-mandated amount on site, but the fund would ensure that an equal or greater amount of stormwater is captured off site. This would prevent the same amount of runoff from entering the sewer system, while allowing for the construction of community-enhancing natural infrastructure and flood mitigation projects in flood-prone areas, rather than forcing developers to construct slightly larger subsurface concrete retention basins. The amount contributed to the stormwater infrastructure fund would equal the cost difference between meeting Newark and NJDEP standards for on-site stormwater capture.<sup>1</sup> The fund would therefore create no additional financial burden for new development – other than what already exists.

This strategy will be particularly effective in facilitating brownfield redevelopment projects that are often rendered infeasible due to engineering challenges and the high costs associated with managing 100% of stormwater runoff on contaminated sites. Premium costs and complexity stem from the coordination of stormwater infrastructure with environmental caps on these sites and the care that must be taken to avoid further harm to groundwater. NJDEP stormwater management minimum standards would still govern brownfield sites, but the City would have the option to redirect some site development funding to stormwater infrastructure initiatives not burdened with environmental issues.

The deployment of the funds collected should be made in connection with a stormwater management plan that prioritizes shovel-ready stormwater management projects. Once the City confirms the value in pursuing this strategy, it will also need to amend the Stormwater Ordinance accordingly.

#### **4.2.4 Advocate for and explore the possibility of adjusting sewer billing to be based on stormwater load contribution rather than water use**

Currently, sewer rates in Newark are based on the amount of water a property uses rather than how much it actually contributes to the sewer system. In this way, a large surface parking lot may pay less in sewer fees than a single-family home. Other cities have begun to charge fees that are based instead on how impermeable a property is – that is, how much stormwater runoff it generates and conveys to the sewer system. Sometimes called an impervious area charge, it is a fairer way to distribute the cost of maintaining storm sewers and protecting area waterways. However, New Jersey law currently prohibits municipalities from levying impervious area charges.



## 05. Waste

### Move toward becoming a “zero waste” city – a place that burns and buries as close to nothing as possible

Newark processes waste for northern New Jersey and New York City at the region’s largest incinerator and serves as a pass-through point for many waste transfer stations and recycling operations. Newark residents and businesses thus bear a disproportionate burden in terms of public health and quality of life for the region’s waste processing system. Moving toward “zero waste” will require changes at the level of City bureaucracy, business practice, and individual behavior.

The below strategies will help the City meet its goal of scaling up the diversion of saleable materials from the municipal solid waste stream and doubling the rate of recycling over the next five years.

#### Strategy 5.1

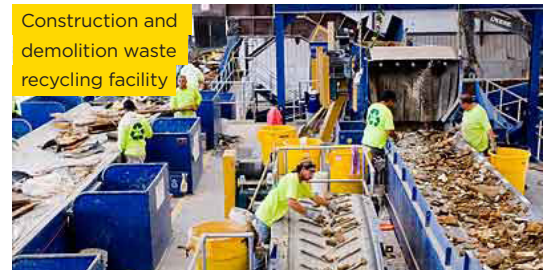
### Initiate a public waste management campaign

The economic and environmental case for waste diversion and increased recycling are extremely compelling in Newark. For every ton of garbage the City diverts from the local Covanta incinerator

(which accepts household waste) or landfill (which accepts mostly bulk materials), it saves approximately \$86 in “tipping fees.” In addition, if the material can be sold to a manufacturer or recycling company, the City earns revenue ranging from \$4 to \$30 per ton, depending on the type of material. Recycling also allows the City to collect a payment from New Jersey, called a Municipal Tonnage Grant, which has in recent years amounted to about \$220,000 annually. Finally, by diverting garbage from the incinerator, the City avoids contributing to the air pollution associated with burning the materials. Despite filtration technology on the incinerator, it continues to be a major source of pollution in Newark, with plastics and household hazardous waste (such as batteries, light bulbs, and small electronics) posing a particular threat to human health.

In 2010, the City spent approximately \$9.6 million on tipping fees for municipal solid waste (MSW). It received approximately \$5 million in “host fees” for serving as the site of the incineration plant for Essex County. (The plant also accepts garbage from New York City, several other NJ counties, and in smaller quantities from Pennsylvania.) Only 7% of the regular household trash collected by the City from Newark households was recycled in 2010. If the City were to double its recycling rate over its 2010 collections, and if fees and payments stay roughly the same, the savings





and additional payments would yield approximately \$1 million annually. This amount of additional revenue could be used to cover the costs associated with any redeployment of staff, trucks, and related equipment needed to serve the additional demand for recycling collections. In fact, a more robust and strategically targeted recycling program should more than pay for itself and has the potential to become a revenue center within the Department of Neighborhood Services (NRS), which provides a range of crucial services to the public and has suffered large cuts to its budget and staffing over the past five years.

NRS, with support from the Newark Sustainability Office, has already undertaken an ambitious series of activities to boost recycling collections during 2012. These include an effort to ensure all municipal buildings are recycling, enforcement of recycling requirements at multifamily residential buildings, and a cooperative roll-out of recycling awareness and compliance at Newark Housing Authority and Newark Public Schools facilities. NRS recently expanded the spectrum of recyclable plastics in Newark to include Types 1 through 7. The Department is also seeking to complete the paperwork necessary to propose to the Municipal Council that the City institute public space recycling and to arrange for competitive contracts with vendors to collect electronic waste, organic (non-food) waste, textiles, and other salable portions of the current waste stream.

To continue to move Newark toward its vision of “zero waste,” to increase waste diversion by encouraging business-to-business sales, and to double the local recycling rate in the next five years, the City will pursue the following multi-pronged strategies, which are described in more detail in the Newark Sustainability Action Plan:

#### 5.1.1 Simplify collections for residents

**5.1.2 Launch a high-visibility public awareness campaign about the City’s recycling goals, including information on pick-up schedules, permissible materials, what to do with household hazardous waste and electronics, and the value of recycling**

#### 5.1.3 Engage an incentive program, such as RecycleBank

**5.1.4 Optimize pick-up routes and staffing, with a focus on high-value commodities**

**5.1.5 Institute public space recycling and collection of salable portions of the municipal waste stream through the development of RFPs and facilitate delivery of a waste reduction package to the Municipal Council**

**5.1.6 Continue the current roll-out of enhanced education and enforcement for recycling compliance in large buildings, including municipal facilities, multifamily residences, and Newark Housing Authority and Newark Public Schools facilities**

**5.1.7 Enhance education and enforcement for commercial recycling, including clear guidelines on the City website, with opportunities for smaller businesses to buy recycling and waste hauling services collectively**



### **5.1.8 Develop and launch a program based on the New Jersey producer take-back law to boost the diversion of electronics from regular household trash and ensure that it is refurbished or sent to a qualified e-waste recycling facility**

*For more information on the above strategies, see the Newark Sustainability Action Plan.*

## **Strategy 5.2**

### **Initiate a food and organic waste program**

USEPA estimates that food waste comprises approximately 14% of the municipal solid waste stream in the U.S. – totaling approximately 34 million tons of waste annually in 2010. The food waste component of Newark’s overall waste stream is widely distributed and scaled within a variety of sources, including residential, commercial, and institutional food preparation. However, there are a number of generators of food and organic waste in the city that provide consistently high-volume food waste, including restaurants, schools, institutional food service providers, food markets, and parks (as a source of tree and lawn cuttings).

Currently, the vast majority of Newark’s food waste is being sent to the Covanta incinerator. When incinerated, food releases particulate matter, a major form of air pollution. Food waste also tends to be relatively heavy because of its high water content, and as a result, it can be costly for businesses and institutions to pay for food waste disposal. Finally, food waste attracts pests that detract from residents’ quality of life and, in some cases, public health.

However, if handled properly, food waste can also become a resource that generates valuable biodiesel, natural gas, soil supplements, and/or fertilizer products. Just as growing secondary markets for paper and metals makes most basic recycling economically sensible, productive uses for organic materials have begun to convince more localities that these materials can be valuable sources of energy and nutrients. The facilities and processes that convert food wastes and organics to marketable products require significant initial investments in new infrastructure, but the investments can be offset by savings associated with reduced tipping fees, the value of reclaimed energy and nutrients, and the avoidance of costs associated with pollution and environmental damage.

Newark has already begun experimenting with food waste processing through several pilot projects:

- The Beth Israel Hospital cafeteria is experimenting with an anaerobic digester that produces a nutrient-rich liquid that may be suitable for use in landscaping.

- At Weequahic High School, students are training to be waste auditors, learning about where their garbage goes, and educating their peers. They will track the progress of a composter in the cafeteria that produces fertilizer. If tests find the product to be safe and beneficial, the compost will be used on school grounds.
- An on-site composter is already in use at the New Jersey Institute of Technology (NJIT) cafeteria. NJIT personnel have documented savings associated with both tipping fees and extermination costs, as dumpsters no longer attract pests.
- The Ironbound Community Corporation is experimenting with a composter that accepts food scraps from households near a community garden.

Newark has the opportunity to broaden and scale up its food and organic waste diversion programs in order to realize more savings and to begin to generate job and business opportunities for residents in this field. To implement organic waste diversion, the following immediate steps can be taken:

#### **5.2.1 Explore and, where feasible, promote cooperative food waste recycling collection**

The City will work with BIDs, universities, and local experts to survey and gather information regarding the scale and location of food waste generators throughout the city, with a particular focus on restaurants, supermarkets, hotels, institutions, and corporate cafeterias. It will use this information to identify potential pilot areas for food waste pick-up by a central processing company or the additional deployment of on-site processors.

#### **5.2.2 Promote business and industry development in food and organic waste reuse, including existing recyclers of used cooking oil and the use of anaerobic digesters to produce biofuel or commercial soil supplements**

#### **5.2.3 Solicit proposals from qualified companies to accept and process Newark organics, including waste from trees, grass, and shrubs on municipal property**

Eventually, the contract with this company should encompass acceptance of similar waste from residents.

*For more information on these strategies, see the Newark Sustainability Action Plan.*



**Strategy 5.3****Recycle and reuse construction and demolition waste**

Commercial construction generates between two and 2.5 pounds of solid waste per square foot of construction area. The majority of this material is recyclable, and some can even be reused immediately. The current situation regarding construction waste management practices varies greatly from project site to project site, with many builders not recycling construction waste at all. To date, the City has addressed this problem in a limited manner: it currently requires builders and demolition contractors to provide documentation regarding the destination of material generated from the construction and demolition (C&D) process. Today, construction in the city is served by a number of Newark and nearby regional businesses capable of supporting improved waste management practices.

All C&D waste in Essex County must be sent to the New Jersey Meadowlands Keegan Landfill, per Essex County Utility Authority regulations. Unfortunately, the landfill is not equipped to sort and recycle C&D waste, but if C&D waste is source-separated at the construction or demolition site (before it reaches the landfill), it is no longer classified as C&D waste and, instead, is deemed to be recyclable material. Once materials are sorted on site, contractors can send these materials to recycling facilities and are not required to obtain paperwork from the Essex County Utilities Authority. Recycling facilities are capable of providing adequate documentation for a C&D contractor to prove to the City that required C&D recycling rates have been achieved.

As part of a process for implementing this practice and achieving measurable compliance, the City will draft an ordinance that would require anyone obtaining a building permit for a construction project (with a work area in excess of 2,000 square feet) to develop a construction waste management plan to be filed with Newark's Building Department. A similar provision will be established for building demolition and linked to the demolition permit process.

The City will adopt a 50% construction site recycle rate for a period of two years, after which time it will consider increasing the requirement to 75%. The LEED rating system is a useful model that other cities have utilized for recycling and reuse performance standards, and the building industry has become increasingly familiar with its documentation requirements. As a means of compliance and evaluation: the project contractor or owner would be required to provide documentation of project compliance with the waste management plan on file prior to obtaining a certificate of occupancy from the Building Department.

In addition to addressing construction waste and selective demolition, the City will encourage deconstruction over demolition. Deconstruction – a process of disassembling a building so that its materials can be reused – is often a cost-competitive alternative to conventional building demolition. It is also more sustainable because it reclaims existing materials, provides an affordable source of new materials, reduces waste, and generates jobs and training opportunities in the building trade.

*For more information on this strategy, see the Newark Sustainability Action Plan.*

## 06. Climate Change

**Meet or exceed Newark's obligations to reduce greenhouse gas emissions in accordance with the targets established by the New Jersey Global Warming Response Act**

**Increase the resilience of Newark's built environment and protect public health from the impacts of extreme weather conditions**

The 2007 report of the United Nations Intergovernmental Panel on Climate Change crystallized the overwhelming consensus within the global scientific community that the earth's climate is changing due in large part to the abundance of greenhouse gases (GHG) in the atmosphere. The global concentrations of carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), and nitrous oxide (N<sub>2</sub>O) have increased markedly as a result of human activity, mainly due to fossil fuel use and land use changes. CO<sub>2</sub> is the predominant anthropogenic GHG (emitted as a result of human activity), with concentrations increasing from a pre-industrial value of about 280 parts-per-million (ppm) to current atmospheric concentrations of 390 ppm.

The heavy reliance on and rapid consumption of fossil fuels is the largest contributor to the increase in GHG concentrations.

Climate change is expected to have seriously detrimental impacts on the world's natural systems, human health, and urban environments. In the northeast, scientists predict rising temperatures (including more frequent and longer heat waves), more frequent and intense coastal storms, and higher sea levels, among other impacts. By the end of the century, experts predict the region's climate to be more similar to present-day North Carolina's.

Newark already faces significant climate risks, including heat waves, snow storms, and flooding. These events can hinder the city's ability to provide basic services to residents, such as power and mobility. Scientists agree that reducing GHG emissions now can help mitigate the severity of climate change in the future, but we cannot completely prevent it from happening. As the climate changes, the extreme weather events that Newark experiences today will only become more frequent and severe. As a result, Newark must not only work to curb GHG emissions but also take steps to improve the city's climate resilience – that is, the ability to

Newark's air and seaport



withstand and recover quickly from extreme weather events and environmental changes.

#### Strategy 6.1

### Establish a baseline in 2012 and achieve a reduction of greenhouse gas emissions by 2017 that puts Newark on track to meet its obligations

Newark is committed to meet or exceed its obligations to reduce GHG emissions in accordance with the New Jersey Global Warming Response Act of 2007 by taking actions at the local level. The City is already working on many initiatives (contained in this and other Master Plan Elements) that will, either directly or indirectly, help to reduce its contribution to global climate change. Among others, these include efforts to:

- Grow Newark's tree canopy and expand green infrastructure;
- Reduce energy consumption by the municipal government;
- Adopt energy performance standards for and retrofit existing private-sector residential and commercial buildings;
- Reduce vehicle idling and emissions;
- Promote transit-oriented development patterns and increase the use of transit by residents, visitors, and commuters;

However, the City currently lacks the tools to adequately assess the impact that these and other initiatives are having on gross GHG emissions because it does not have mechanisms in place to measure and track citywide emissions.

The North Jersey Transportation Planning Authority (NJTPA) recently conducted a detailed GHG inventory based on 2006 baseline information and developed tools for analyzing GHG contributions by sector that can be used at the municipal level. According to NJTPA's assessment, the vast majority of the region's GHG emissions can be attributed to three sources: fuel used to heat and cool buildings; fuel used to provide electricity to buildings; and fuel used by the transportation sector. Newark's GHG strategy will use the NJTPA assessment tool as a basis for developing a more detailed sector-specific analysis of its GHG emissions. The City will then develop strategies for GHG mitigation based on the results, and it will report annually on progress toward achieving its goals.

#### Strategy 6.2

### Improve Newark's resilience to the impacts of climate change and extreme weather events

Current and planned initiatives, including those mentioned above, can also contribute to Newark's overall resilience to climate risks. In seeking to take a comprehensive approach to resilience planning, however, the City will undertake a planning process in coordination with local stakeholders, including: water, power, and telecom utilities; the Port Authority; NJ TRANSIT; NJDOT; NJTPA; corporations with significant operations in Newark; community members; and municipal departments with oversight of local infrastructure. Other cities in the region have collaborated with stakeholders such as these to: (1) identify critical infrastructure that is most vulnerable to climate risks and (2) build consensus around strategies – both physical and operational – to ensure the resilience of these assets and protect public health.



## 07. Broadband and Technology

### Utilize and improve existing citywide broadband infrastructure to support business and institutional growth, and expand broadband access for all residents

In today's world, increasing high-speed connectivity and helping to bridge the digital divide are just as important as ensuring access to other vital infrastructure and utility services, such as electricity, water, and transportation.

Because it sits at the intersection of major transportation infrastructure, Newark is also a hub in the national fiber optic network. Local carriers access the national network with spurs – called “points of presence” – taken from mainlines along the Eerie Lackawanna Branch serving Broad Street Station, the Northeast Corridor Line serving Penn Station, and the New Jersey Turnpike.

A strategic approach to broadband can complement the City's economic development goals, which, among other things, focus on strengthening targeted-sector industries that include technology, education, healthcare, and advanced manufacturing. Downtown Newark already houses the third largest telecom carrier hotel in the northeast. The 1.2 million square foot data center and co-location facility contains more than 50 telecom carriers and IT companies, including Verizon, IDT, and FiberNet, which operates fiber optic transmission networks in major cities and has designated Newark as one of America's Top 60 Cybercities.<sup>2</sup>

It is also now widely recognized that access to the digital world, and knowing how to use digital technologies and applications,

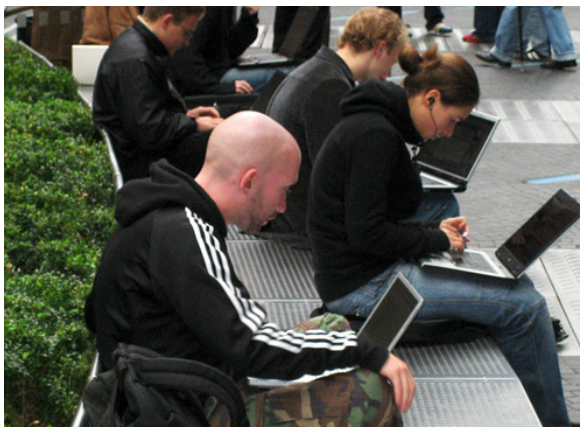
are essential to opportunity and prosperity in the modern world. No longer is it possible to envision a child being able to achieve his or her full potential without access to a broadband connection from an early age. Broadband subscribership in Newark ranges by neighborhood. In the greater New York metropolitan region, which includes Newark, more than 65% of households have broadband Internet in their homes. Yet in some parts of Newark, less than 40% of households have access; these neighborhoods are also some of the poorest.<sup>3</sup>

Access to affordable, high-speed fixed and wireless networks in neighborhoods can also support efforts to enhance the local quality of life and safety for residents more generally, whether through improved educational environments, access to information, health care service delivery, civic engagement processes, government transparency and responsiveness, and/or emergency response and preparedness. Technology and high-speed communications can help solve community problems.

#### Strategy 7.1

### Expand the reach and capacity of next-generation broadband connectivity to support economic and community development

By replacing traditional copper wires with fiber optic cable, users can receive download and upload speeds of up to 100 megabits per



second. All-fiber networks are capable of supporting the growth and development that is needed to stay competitive. With emerging services and applications driving an ever-increasing “need for speed,” fiber is becoming an essential ingredient in economic growth, business success, and consumer lifestyle enhancements.

Under the terms of a franchise agreement with the State, Verizon is currently in the process of expanding Newark’s fiber optic network capabilities. Moving outward from the downtown, the utility will eventually reach every Newark household and business. The City will support Verizon’s efforts to install fiber optic cables and bring high-speed bandwidth to neighborhoods, businesses, and institutions through increased coordination and collaboration in obtaining grants and utilizing incentives. It will also coordinate directly with public anchor institutions, such as Newark’s universities and hospitals, to support network development and upgrades both on and off campus.

#### Strategy 7.2

### Create wireless hotspots in key business centers, such as the downtown and University Heights Science Park, and public spaces in Newark neighborhoods

Communities around the country are deploying wireless networking strategies to attract businesses and position themselves as high-tech centers. Wireless networking offers many advantages to the communities that deploy this technology. First, wireless broadband Internet improves the educational, medical, and business capacity of inner-city communities. Second, wireless Internet access allows businesses to provide better customer service and employee training. Third, it streamlines communication between suppliers and customers by allowing for online ordering and the customization of products. By decreasing paperwork and data entry, Internet-based tools help reduce operating costs.

Developing a wireless strategy for Newark will give it a competitive edge relative to other cities, while providing greater Internet access to Newark’s residents – a critical step in closing the digital divide. The basic technology for implementing wireless access is inexpensive, increasingly easy to set up, and requires little maintenance. There are various models for providing low-cost wireless broadband Internet access within neighborhoods. The City will collaborate with local business organizations, including the Newark Alliance and the Newark Regional Business Partnership, to assess various models, implementation options, and costs.

#### Strategy 7.3

### Expand access to modern computer centers with broadband in neighborhood facilities, such as schools, libraries, and community centers

In seeking to increase broadband access for residents who cannot afford it in their homes, the City will identify opportunities to install broadband access points in neighborhood hubs, as well as provide free wireless access at all public facilities. Modernized computer centers with high-speed access are essential in places like libraries, community centers, and neighborhood schools.

#### Strategy 7.4

### Integrate plans for fiber and wireless assets to reduce the cost of the City’s current data and voice communications and to catalog, track, and inform city services

As described above, broadband tools can help reduce municipal operating costs, while improving government transparency and responsiveness. They can also help provide essential services to residents and businesses, while making the city smarter, safer, and healthier. For instance, high-speed communications technologies are helping municipal governments:

- Monitor and adjust traffic flows and transit utilization in real time;
- Support emergency / disaster response and recoveries;
- Manage the flow of power with smart grid technologies;
- Control building systems from a centralized location; and
- Improve video surveillance as a form of crime prevention. Police departments, for example, are using wireless devices to transmit high definition surveillance videos to officers at the scene of a crime.

**ENDNOTES**

1. Newark's Stormwater Ordinance requires new projects to develop solutions that alleviate stormwater problems using a baseline of zero development, as if a site were a natural meadow. NJDEP standards use the site's current condition as a baseline.
2. Newark Alliance, *Opportunity Newark*, 2006.
3. American University Investigative Reporting Workshop:  
[www.investigativereportingworkshop.org](http://www.investigativereportingworkshop.org).





# 08 COMMUNITY, CULTURAL & EDUCATIONAL RESOURCES

# Goals

Ensure that Newark has high quality and accessible community, cultural, and educational facilities and districts that attract and serve diverse populations within Newark and the region

# Objectives

## 01 Educational Facilities

### Preschools

Ensure the continued provision of quality preschool programs to provide for early childhood development and family support for parents

### K-12

Improve the learning environment for Newark’s children to ensure they have the skills to continue on to college or begin career training at Newark’s universities

### Higher Education

Encourage university-related development that complements neighborhood revitalization efforts, provides services to local residents and businesses, and supports a “college town” experience

## 02 Health Care

Expand resident access to quality medical care facilities and services

## 03 Culture and Entertainment

Capitalize on existing historic and cultural assets in neighborhoods to improve existing and create new public spaces, facilities, and districts

## 04 Municipal Services Facilities

Develop high quality, consolidated, and efficient public services facilities in appropriate locations throughout the city

Newark has an extensive system of community, cultural, and educational facilities – including government offices and courts, public works facilities, police precincts, fire houses, public and private schools, universities, libraries, health care facilities, museums, and art galleries – appropriate for its status as the largest city in New Jersey. These institutions are essential to provide residents with a high quality of life, as well as to maintain and attract a diverse population.



## 01. Educational Facilities

Newark contains a range of educational institutions that serve not only the city but also the county, state, and nation. Included are public and private preschools; elementary, middle, high, and vocational schools; and major colleges and universities – several of which are highly accredited, and which help to make New Jersey among the top states having students attending college.

Job readiness, adult literacy, and high levels of unemployment can be directly linked to access to quality education. The educational attainment of Newark residents has been improving on every level since 2000, but Newarkers still do not fare well when compared to the rest of the state. For example, Newark's high school dropout rate has decreased significantly – from 42% in 2000 to 32% in 2010 – while the statewide rate, at 13%, is much lower.

By improving the learning environment for Newark's children and ensuring they have the necessary skills to find meaningful work, the City and State can lay the groundwork for future prosperity. Any educational system requires basic infrastructure, such as safe school facilities, good teachers, and modern classrooms and technology. However, educational performance is a function of more than just what happens inside classrooms. Non-school factors – including socioeconomic differences, housing stability, safe and affordable transportation options, health care, after-school programs, open space, and cultural amenities – also play a role in determining in-school success and, ultimately, economic self-sufficiency and well-being. Thus, planning and development are important parts of any meaningful attempt to address the issues confronting children and families in the communities where schools are located – including problems of poverty, safety, and unemployment.

At the same time, Newark's universities can help enhance the educational attainment of residents through programmatic and physical linkages to local institutions and neighborhoods. They can also drive economic opportunity by fostering small business growth and entrepreneurship, as well as creating a true “college town” experience through expanded retail and residential activity in and around the downtown.

### Preschools

**Ensure the continued provision of quality preschool programs to provide for early childhood development and family support for parents**

Preschool programs are an important component of education in Newark. The city contains an extensive network of more than 60 schools, which were developed after the first federally funded Head Start Demonstration Program was launched in 1965. In 1985, the New Jersey Supreme Court's landmark Abbott Decision required that all three and four year old children in Newark be provided a preschool education. Today, these children can attend full-day / full-year pre-kindergarten classes. Transportation, health, and other services are provided as needed, and all teachers must have P-3 certification with a bachelor's degree or be working towards a degree if hired prior to September 2000.

#### Strategy 1.1

### Prepare a coordinated long range plan for preschool facilities

The preschool system could benefit from improved coordination between the activities of the numerous local providers. The City, working with a committee of local preschool leaders, is well situated to lead or at least convene such a planning effort. Key focus areas include: the siting of new facilities to address local capacity needs and constraints; the mitigation of traffic impacts during pick-up and drop-off times; traffic calming and pedestrian safety; and access to nearby playgrounds and recreational spaces.

### K-12

**Improve the learning environment for Newark's children to ensure they have the skills to continue on to college or begin career training at Newark's universities**

Newark Public Schools (NPS) is the largest and oldest school district in New Jersey. Until 1797, only private schools were available for students, but by end of the Civil War there were over 30 municipally owned and operated schools. Many of these older buildings are still in use today and eligible for the National and State Historic Registers. The average NPS facility is approximately



### Anchor Institutions Defined

Universities, community colleges, high schools, museums, libraries, municipal enterprises, hospitals, parks, performing arts centers, and sports arenas are all included in the array of institutions that can contribute to the culture, economy, and vitality of cities. Some are supported by public funds. Others are not. But these so-called “anchor institutions” represent “sticky capital” in cities. They cannot easily pick up and leave, and thus have special reason to want to be instrumental in shaping their city’s future

80 years old, and the cost to maintain and modernize these facilities is a heavy burden for the school district. Though NPS has begun to upgrade and preserve some of its buildings, some have been neglected to the point that general maintenance and repairs are no longer seen as fiscally viable options.

Historically, there have been periods of heavy school construction to provide new facilities and upgrade aging buildings. The first was in the 1960s and 1970s, where schools were typically incorporated into large-scale urban renewal and public housing developments. NPS built additions to high schools in this period, including: East Side, Central, Malcolm X, Shabazz, and West Side High Schools. Additionally, almost 15% of all existing elementary schools were built in this timeframe, including Camden Street, Quitman Street, Louise Spencer, Mount Vernon, Luis Muñoz Marin/Broadway, Dr. Horton, Dr. Martin Luther King, Jr., John F. Kennedy, George Washington Carver, and Thirteenth Avenue Schools. Both University and Newark Vocational High Schools were built as middle/junior schools in the 1960s and later converted to high schools. Some new schools were built in the 1980s and 1990s (e.g., Alma Flagg, Harold Wilson, and Rafael Hernandez), and a major addition during this period provided Arts High School.

Overall, NPS has a well-developed and comprehensive public school system with 75 distinct educational facilities – including 19 high schools and four special needs schools – and a staff of about 9,000 that serves close to 40,000 students. It also offers pre-kindergarten and adult education programs.

New Jersey’s patterns of suburbanization combined with civil unrest had a detrimental impact on the Newark school system. In 1995,

an administrative law judge awarded the district’s administration to the New Jersey Department of Education (NJDOE). The Commissioner of Education appoints top administrators, and local voters elect an advisory board. After 16 years of State control, with improved performance in most review categories and a budget of nearly \$1 billion, there are increased local sentiments that NPS governance should be returned to a local authority.

Since 2004, NPS has planned and executed a number of school facility consolidations to help improve learning environments and support increased program spending through facility cost reductions. Key strategies include opening new educational facilities, merging ones that are not utilized to their full capacity, and closing down neglected facilities in need of redevelopment. In spite of these improvements, there has been an enrollment decline of about 6% between 2001 and 2011. This is largely the result of an increased enrollment of district students into charter schools.

Charter schools are public schools authorized and funded by NJDOE, and which have periodic reviews to maintain their authority. Newark’s first charter school opened in 1997, and there are now a total of 28 charter schools operating in the city. With 7,465 students, they educate just over 15% of all primary and secondary school students in Newark. They have independent boards made up of parents, teachers, and other community supporters. Some charter schools have multiple sites, serving students from throughout the city. Initially, charter schools tended to locate in renovated commercial buildings or closed parochial schools. However, today they are moving into brand new spaces, such as Teachers Village in the downtown, which when complete will contain three charter schools and approximately 200 residential apartments.

There has been some local opposition to charter school growth. Some complain that they draw students and resources away from NPS, while others feel they provide a path to better educational opportunities for children. In spite of the divisions among parents and teachers, there have been various levels of cooperation between the two groups, with some charter schools now co-located in NPS properties – either sharing the same facility with an NPS school or fully occupying unused buildings.

The city also contains a number of private schools operated by secular and religious organizations. At the beginning of the 2011-12 academic year, there were 39 private schools with 6,718 students. About a third of all private schools are run by the Catholic Archdiocese of Newark.

Many residents have asked about the Master Plan’s relationship to education and economic development: specifically, “what

about job readiness?” Education reform is not the responsibility of the Master Plan, but the City acknowledges that a bold vision and rethinking of Newark’s K-12 system is required. Because the Master Plan addresses the physical development of the city, it can promote the creation of high quality educational environments for Newark’s youth. It can also promote specific public and non-profit training programs that provide residents with skills and specialty training.

### Strategy 1.2

## Position new and modernized schools as community learning centers and recognize them as integral parts of neighborhoods

As anchor institutions within a community, schools are ideally situated to double as community centers that provide not only learning and enrichment opportunities but also social and health services for people of all ages. NPS has embraced this strategy: all new facilities are built out with space that can be leased for a health clinic or some other community-serving use. These include First Avenue, Belmont-Runyon, Park Elementary, and Speedway Elementary Schools.

The co-location of daycare facilities and playgrounds represent additional opportunities. After regular hours, schools can double as neighborhood resource centers, with after-school programming for youth and night classes for adults, among other things.

### 1.2.1 Identify targeted opportunities for the City and Newark Public Schools to align capital investments

Opportunities exist to align neighborhood and NPS investments to achieve mutually supportive goals. One example is the 2011 reconstruction of the iconic Newark Schools Stadium in Upper Roseville, which was led by NPS but funded in part by the City and County (see the Parks and Natural Resources Element for more information). Additional opportunities to align investments and/or co-locate space include playgrounds, gardens, streetscapes, traffic calming libraries, police and fire stations, and other municipal service facilities.

### Strategy 1.3

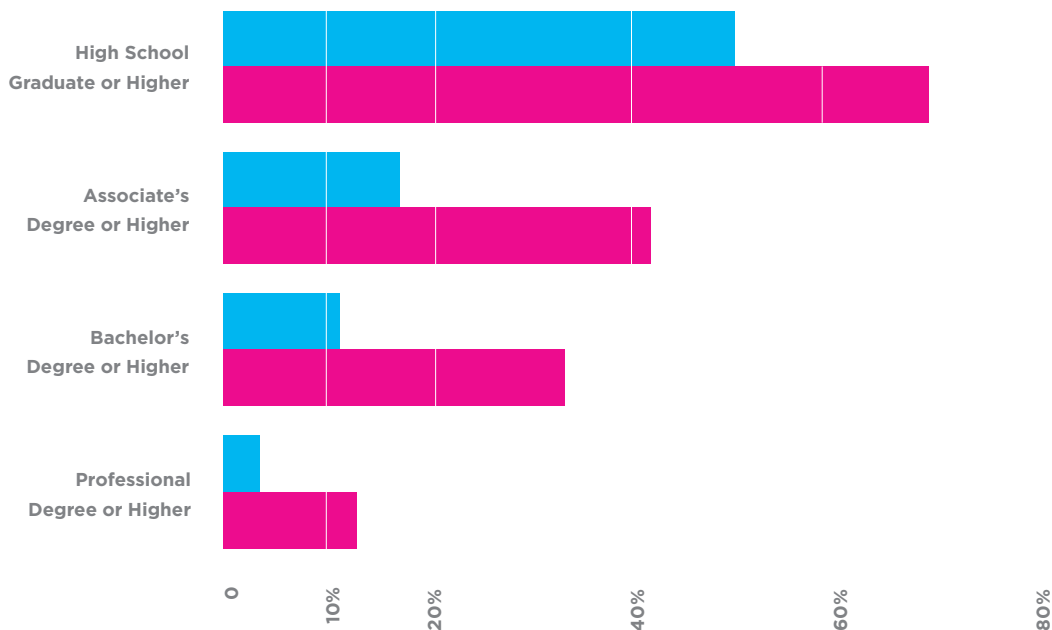
## Support the renovation and/or construction of new public schools that offer modern learning environments

In 2001, NJDOE agreed to provide funding for NPS’s \$1.6 billion plan to build approximately 40 new and replacement schools, renovate 30 existing schools, and consolidate or close many additions, annexes, and other buildings. Unfortunately, only five new buildings out of the proposed 40 have been built, including Belmont-Runyon, Park, Speedway, and First Avenue Elementary Schools, as well as Central High School. Science Park High School was started prior to the State takeover. Plans to replace Pliott Street School, which was destroyed by a fire in 2006, are underway while students attend temporary facilities at the former First Avenue School, which is two miles away. Although site acquisition has taken place for more schools, their design and construction has stalled.

Recently completed charter school buildings include North Star High School on Central Avenue and Newark Collegiate near City Hall. TEAM is also constructing a new building on Norfolk Street that is scheduled to open in 2012. As part of the Teachers Village project in the downtown, three new charter schools are scheduled to open for the 2013-14 school year on Halsey Street.

**FIG 8.1:** Higher Education  
Newark, NJ, 2010

■ Newark  
■ New Jersey



Source: US Census, 2010

## Higher Education

**Encourage university-related development that complements neighborhood revitalization efforts, provides services to local residents and businesses, and supports a “college town” experience**

Newark is New Jersey’s largest education center. With over 50,000 students and faculty at six colleges and universities, it has one of the highest concentration of higher education on the East Coast. These institutions are resources that open up worlds of possibility to students and residents, whatever their stage of life. Helping more Newark residents attend and access the universities, facilitating the appropriate physical expansion of these institutions, and creating more incentives for students, graduates, and faculty to invest in Newark will help make the city more innovative, creative, desirable, and prosperous.

Newark’s universities have a tremendous economic impact on the city. If we viewed Essex County College, NJIT, Rutgers, and UMDNJ as a single business, their total annual revenue would exceed \$1 billion.<sup>1</sup> They are large-scale employers who drive local supply chains, support regional industrial clusters, develop and invest in large swaths of land, and provide civic leadership.

The universities also serve as magnets for young people that have the potential to animate local street life, and who can potentially find homes and start their careers in Newark. This is consistent with NJIT and Rutgers’ goal to transition from campuses designed to accommodate commuters to more living, urban campuses that

can provide students with a traditional “college town” experience. Facilitating that transition can help aid nearby downtown and neighborhood revitalization efforts.

Finally, in promoting connections between the universities and local public schools, the City can improve the outlook for its youth and ensure they have the skills to continue on to college or find sustaining work. Student training curricula that focuses on local and regional growth sectors can help prepare Newarkers for job opportunities in and around Newark.

### Strategy 1.4

**Encourage campus-related development that is integrated with the surrounding neighborhood fabric, promotes walkability, and offers a mix of uses**

Essex County College, Rutgers, NJIT, and UMDNJ collectively occupy close to 170 acres within walking distance of the downtown and linked directly to Penn Station and the downtown core by subway and bus.<sup>2</sup> NJIT and Rutgers are also within walking distance of Broad Street Station. Rutgers Business School, Seton Hall Law School, and Berkeley College are located in the downtown business district.



## NJIT's Gateway Plan

NJIT's Campus Gateway Redevelopment Plan was developed with stakeholder outreach in an effort to promote openness and connectivity with surrounding areas and to develop an "urban living environment." The Plan's primary elements consist of the following:

*Greek Village:* Former parking lots adjacent to Raymond Boulevard and Lock Street are currently being developed to provide a home for NJIT's sorority and fraternity houses, which are currently on MLK Boulevard. The plans provide for 600 units of student housing with open space, as well as a shared community building for large events. Ground-floor retail will face Warren Street.

*University Park:* The Gateway Plan calls for the small park at Central Avenue and MLK Boulevard to be renovated as a focal point to the nearby historic buildings; adjacent to the park, Sussex Avenue would be closed to traffic, and a new hotel and conference center would be constructed overlooking the park. Historic properties would be preserved for use by NJIT. Surface parking on Central Avenue would also be eliminated to provide an academic building with ground-floor retail space.

*MLK Gateway:* South of Orange Street, the Plan proposes primarily new construction on MLK Boulevard. While preserving buildings of historic significance, new construction facing MLK Boulevard, James Street, and Orange Street would be mixed-use commercial and residential buildings. Summit Street would be extended to Orange Street. To establish a significant street wall on the east side of MLK Boulevard, renovations to the existing incubator building and new construction would create additional space for retail and residential uses. Structured parking would be built between Sussex and Ogden Streets.

*St. Michael's Medical Center:* The original 19th century hospital wing at Central Avenue and MLK Boulevard is an ideal candidate for reuse as housing, with portions for use as medical offices. A parking deck at the corner of James Street and MLK Boulevard has already been demolished to make way for a secondary hospital entrance, offices, and underground parking.

*Mixed Use/Adaptive Reuse on MLK Boulevard:* Upon completion of Greek Village, row houses will be renovated for commercial and residential uses.

Spatially, the university campuses remain a virtual island, with few physical linkages to surrounding neighborhoods or the downtown. Many of the schools' older facilities, which were largely built out in the 1960s, turn their backs to the street and look onto private, cloistered open spaces. After school hours, the area is quiet and inactive due to a lack of nearby housing and a limited offering of retail and service establishments.

In recent years, the local student body has shifted from a part-time, commuter-oriented population to one that is younger, full-time, and in search of a traditional "college town" experience. Recognizing this need, the university community – and in particular, Rutgers and NJIT – have adopted master plans that encourage the creation of an active, 24/7, mixed-use district that provides a range of amenities attractive to current and prospective students and faculty. Strategies include, among other things, the creation of safe, walkable pedestrian paths and an attractive public realm, improved access to transit, and the development of new retail space and housing options (both on and off campus). The City endorses these principles and will work closely with the institutions to facilitate and achieve these objectives.

Strategies that help create a more active, mixed-use environment around the university district can also contribute to the City's downtown revitalization goals. Specifically, Newark's student and faculty population represent a key opportunity to build the local residential population and attract more retail and service establishments in and around the downtown.

### Strategy 1.5

## Support the development of housing that is attractive to students, faculty, and recent graduates in the downtown and University Heights

Very few of Newark's close to 40,000 students actually live in Newark. Residential development is an important component of the City's downtown revitalization strategy, and attracting more students and faculty to live in the area can help the City achieve its goal of creating a 24/7 mixed-use neighborhood.

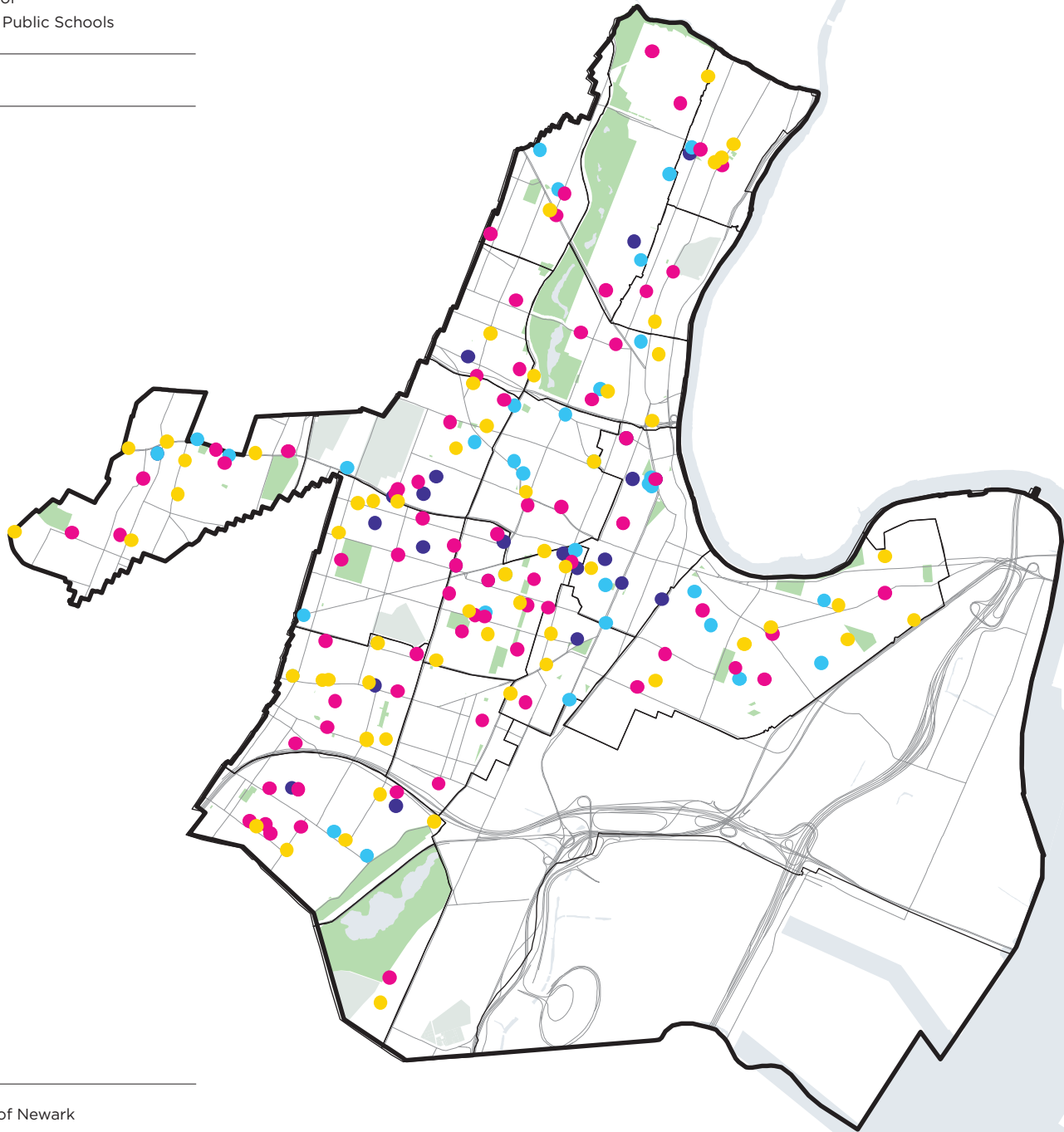
As more students want the experience of living and studying in an urban environment, Newark's universities are increasingly becoming residential campuses. In 2006, Rutgers completed a major new dormitory complex at the corner of University and Central Avenues. The 13-story building, called University Square, today houses approximately 600 students and includes street-level retail space. Rutgers also has plans to convert its former law school

**FIG 8.2: Schools**

Newark, NJ, 2010

- Private School
- Charter School
- Preschool
- Newark Public Schools

Park



Source: City of Newark

Orientation      Scale



0      1 mi.

**FIG 8.3:** On-Campus Student Housing  
Newark, NJ, 2012

	Existing	Planned
NJIT	1,500 beds	600 beds (Greek Village)
Rutgers	1,280 beds	350 beds (15 Washington St)
UMDNJ	462 beds	-
Private Dorms	838 beds	-
<b>Total:</b>	<b>4,080</b>	<b>950</b>

building at 15 Washington Street into 350 beds of student housing. NJIT recently began construction on 600 beds of student housing as part of its Greek Village redevelopment project at Raymond Boulevard and Warren Street.

The private rental market in and around the downtown is also becoming an attractive option for students, faculty, and recent graduates living in Newark. More of the downtown's abandoned historic buildings are being adaptively reused with housing on the upper floors (e.g., Packard, Studebaker, and Richardson Lofts). New construction is also making physical connections between the universities and the downtown by literally filling in the empty spaces between them. For example, Teacher's Village – a \$150 million mixed-use development scheduled for completion in 2013-2014 – touches six downtown blocks and will be built on what are now mostly surface parking lots. The project includes three charter schools, a retail corridor, and approximately 200 residential units, which will be priced at levels affordable to middle-income households. The target residential market includes local schoolteachers and university faculty.

*For more information on this strategy, see the Housing Element.*

#### Rutgers Housing : 15 Washington Street

Rutgers is planning to convert its former law school building for use as graduate student housing. When renovations are complete, this project, which fronts on Washington Park, will provide housing for 700 students in one- to four-bedroom units. Restoration of the 17-story historic building will cost an estimated \$71 million to complete. Originally built for an insurance company, it served as the law school from 1978 through 1999.

#### Strategy 1.6

### Increase opportunities for active street-level retail and entertainment to connect nodes of activity in the downtown and University Heights

As Newark seeks to grow and establish its downtown as a 24/7 destination for living, working, shopping, and entertainment, retail expansion is poised to be one of the city's most effective strategies. Though not without challenges, Newark's downtown can achieve retail growth by capturing the substantial spending potential that workers, students, visitors, and residents bring to the city every day. In the adjacent University Heights, Newark's higher education institutions bring 37,000 students and thousands more faculty and staff to the city.

#### 1.6.1 Facilitate the development of Halsey Street as a link between the university and downtown communities

In particular, the Halsey Street corridor, which straddles the edge of the downtown and University Heights, is well positioned to capitalize on student retail spending, as well as local workers (e.g., faculty and staff from the universities and downtown office workers) and downtown residents. Halsey Street has good physical scale and already contains some existing retail and services, though it lacks diversity in terms of quality, price point, and merchandise. Looking ahead, it will benefit tremendously from nearby development projects, such as Teachers Village and the student housing projects planned by Rutgers and NJIT.

Halsey Street has the potential to grow into a university main street-style corridor with strong local dining options and neighborhood shops and services. The retail expansion strategy for the corridor should build on the strength of existing retail, while orienting new retail to attract more student spending activity. Retailers that should be targeted for the area include:

- Neighborhood bars and restaurants that appeal to students but are also neighborhood- and community-friendly;



### University Heights Science Park

The colleges and universities have invested hundreds of millions of dollars in Newark in recent years, expanding facilities, creating laboratories, and updating dormitories. Perhaps most notable has been the creation of University Heights Science Park, a collaborative initiative spearheaded by the Council of Higher Education in Newark (CHEN). The \$350 million project includes one million square feet of high-tech laboratories and offices, 75,000 square feet of technology incubator space, two blocks of housing, and a new 800-student, technology-oriented high school.

Biotrial, a center for pharmacology research and drug evaluation, will open a 50,000 square foot research facility that will bring employment opportunities for Newark residents – almost 100 people, most of whom can be recruited in the immediate community.

- Limited-service dining places where workers, students, or visitors can get a fast yet high quality meal; and
- Neighborhood services that build on the existing character and type of retail in the area but can capture spending from students by offering the day-to-day merchandise that they need.

Retail on Halsey Street must be continuous and concentrated. Particular small stretches, such as Market Street to Branford Street, should be targeted for dense retail nodes. As the strength of retail on Halsey Street improves, new opportunities will arise to transition from a linear retail corridor to a more nodular retail area that expands laterally. The primary opportunity for lateral expansion is Market Street. Market Street is easily accessible and well-trafficked and should, in a high-quality retail environment, be able to attract high-value retail and dining options. As retail expands onto Market Street, it can create a pedestrian-friendly and vibrant linkage between the Halsey and Mulberry Street retail corridors.

*For more information on the City's downtown retail and commercial corridor strategies, see the Business and Industry Element.*

### 1.6.2 Facilitate the development of Central Avenue to provide services to university students and faculty

In addition to Market Street, Central Avenue is also a valuable opportunity for lateral retail expansion once Halsey Street is established as a successful retail corridor. Running through the heart of University Heights, Central Avenue has the potential to emerge as an intimate and pedestrian-oriented “campus main street” with high quality retail that appeals to the higher education communities. There are significant opportunities for redevelopment along this corridor, and any new development should make ground-floor retail space a priority. There may be potential in the future to create new synergies between the institutions’ uses and plans, and they should be engaged to explore these possibilities in more depth.

*For more information on the City's downtown retail and commercial corridor strategies, see the Business and Industry Element.*

### Strategy 1.7

## Link the transit-oriented development of Broad Street Station and Newark Light Rail stations, including at Norfolk and Orange Streets, to university-related neighborhood development

Among the more than 40,000 students, faculty, and staff in University Heights, very few commute by transit, as off-street parking in the area is plentiful and inexpensive. The City has identified a number of strategies to increase transit ridership by the university community, which are described in the Mobility Element.

One strategy is to promote transit-oriented development around commuter and light rail stations serving the university populations. The Broad Street Station District Redevelopment Plan, which was adopted by the City in 2008, sets design and zoning standards to foster high-density, mixed-use development that promotes walking and transit use, among other things. The Land Use Element of this Master Plan also calls for amendments to the Zoning Ordinance that promote increased densities on sites around the Norfolk and Orange Street Light Rail stations. As the universities expand and develop new facilities in and around Universities Heights, leaders should place a priority on development that provides users with convenient, safe access to these and other local transit stations.

*For more information on this strategy, see the Mobility Element.*

**Strategy 1.8****Seek opportunities to create shared and alternative parking options around the universities**

As development in the district increases, the demand for parking will put additional strains on the supply of daytime parking in the district. A comprehensive approach includes not only parking regulations controlled by zoning but also strategies that include shared parking facilities, parking enforcement, and incentives for increased public transit ridership.

*For more information on this strategy, see the Mobility Element.*

**Strategy 1.9****Increase the number of Newark residents attending and being trained by Newark universities**

Newark's higher education institutions represent a tremendous opportunity to increase retail spending and grow the residential population in the downtown and throughout Newark's neighborhoods. They also make ideal partners to support job training and new business creation, and can help the city establish itself as a center of higher education and a location for innovation.

Finally, the universities can play a more direct role in improving outcomes for Newark's youth.

**1.9.1 Collaborate with Newark's universities to develop and refine curricula to meet Newark's industry-specific needs and provide career ladder jobs to Newark residents**

The City will collaborate with the universities to ensure that training and educational curricula are aligned with growing sectors of the local and regional economy, including technology, port, and green career sectors.

**1.9.2 Expand resident access to the universities' educational, recreational, and cultural benefits**

Newark's universities are home to a wealth of cultural and educational resources, and allowing Newark's residents and youth to access these in some capacity would be beneficial for those who wanted to take advantage of these assets. This could take place on a number of different levels, from opening up the use of certain facilities (e.g., libraries) to Newark high school students on a regular basis to increasing access to events, such as lectures, exhibits, and job fairs.

**1.9.3 Build partnerships between public schools, local universities, and other institutions to improve the learning environment for Newark's children**

## 02. Health Care

### Expand resident access to quality medical care facilities and services

Newarkers have access to a range of high quality medical facilities, including three major hospitals within the city and seven additional hospitals in neighboring communities. Newark also boasts a network of primary care clinics, including Newark Community Health Centers, four federally funded primary care facilities, and six primary care clinics in Newark Public Schools facilities. The city also has extended care and specialty clinics. Altogether, these institutions employ tens of thousands of workers.

Newark's health sector also has a strong education and research component. The city is home to UMDNJ (University Hospital), the Rutgers College of Nursing, and the Essex County College Division of Allied Health and Department of Nursing, among other medical training programs.

Like many cities across the nation, Newark is grappling with a number of factors that prevent its health care institutions from delivering care effectively and efficiently. Even in the face of a growing population and increasing demand for health care, the number of primary and specialty physicians in Newark has steadily declined over the years, in spite of the fact that the number physician's offices and clinics in Essex County is on the rise.<sup>3</sup>

Roughly 26.4% of the adult population was uninsured in 2010. Although the city has a network of federally funded health clinics that can provide some level of service to the uninsured, these facilities are underutilized. Instead, many families end up seeking care in emergency rooms, causing them to be overburdened with the treatment of preventable illnesses.

All of these factors – a lack of private practice physicians, insufficient insurance coverage, and the over-use of emergency care services for preventable illnesses – combine to drive up the cost of emergency care, overwhelm the city's emergency rooms, and lead to inadequate service delivery for residents.

#### Strategy 2.1

### Develop a comprehensive health system strategy for Newark

The City must develop a deeper understanding of the health care landscape in Newark, including a detailed assessment of the challenges facing residents, providers, doctors, and other stakeholders in the city. The overall goal of the initiative should be to develop a set of actions to improve the delivery of quality health care to residents – ensuring needs are being met efficiently and effectively.

Beth Israel Hospital



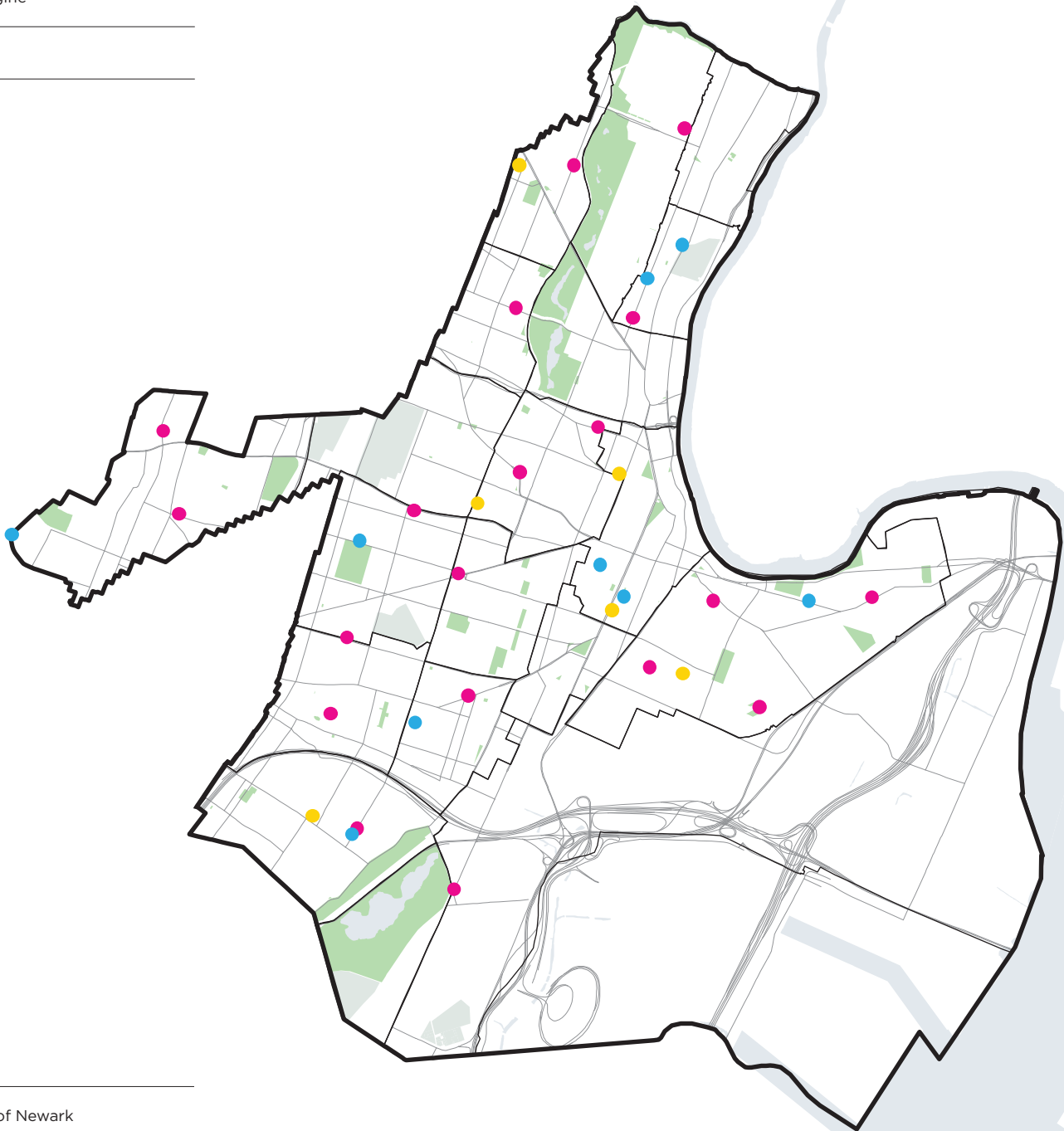
St. Michael's Medical Center



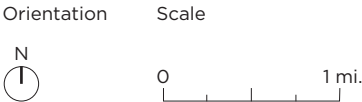


**FIG 8.4:** Health and Community Resources  
Newark, NJ, 2010

- Police Station
- Health Facility
- Fire Engine
- Park



Source: City of Newark



### **2.1.1 Create a health care council to monitor access to health care facilities**

The City can collaborate with local universities, hospitals, and providers to develop and monitor the implementation of a comprehensive health care strategy. Once a council or committee has been formed, the City and its partners will identify and coordinate with existing research efforts to ensure that available research is used to develop targeted recommendations. Deliverables include the creation of an inventory of primary care facilities (public and private); a review of the capacity and utilization of existing facilities; and a survey of the regulatory constraints placed on them. Final recommendations should address these issues as well as the specific dynamics at play within Newark, including the need for complementary social services at clinics, the quality of care provided at Newark's facilities, and the relationships between clinics and local hospitals.

#### **Strategy 2.2**

### **Develop a network of community medical service providers in neighborhoods**

Quality medical services are important community resources that contribute to resident health and prosperity. In order to promote safe, convenient access to regular care, the City will seek to facilitate the creation or expansion of new public and/or private medical service providers in neighborhoods. Priority projects should be based on the results of the above effort to understand critical needs at the neighborhood level.

#### **2.2.1 Co-locate neighborhood medical services in public buildings and schools**

In order to help promote accessibility and reduce costs, the City and NPS can continue to take advantage of co-location opportunities within existing facilities. Clinic offerings should be combined with incentive packages that will attract private practitioners to the city.

## 03. Culture and Entertainment

### Capitalize on existing historic and cultural assets in neighborhoods to create new and improve existing public spaces, facilities, and districts

Newark is the arts and cultural capital of New Jersey. The city is home to hundreds of arts and cultural organizations, which in addition to enhancing the quality of life in Newark are also a significant industry: one that generates over \$177 million in economic activity and supports more than 4,500 full time jobs. In fact, Newark ranks fifth among cities of comparable populations in terms of total non-profit arts industry expenditures – after Minneapolis, St. Paul, Atlanta, and Miami.<sup>4</sup> Each year, the Prudential Center alone attracts more than one million people to Newark's downtown.

Promotion of and investment in arts and culture brings enormous value to cities. In addition to increasing the sense of a city's uniqueness and fostering community pride, art and culture also provides direct economic benefits: creating jobs, promoting tourism, raising property values, attracting new residents, increasing the number of visitors, and creating small business opportunities. Arts and culture have been used successfully as major components of downtown and neighborhood revitalization efforts.

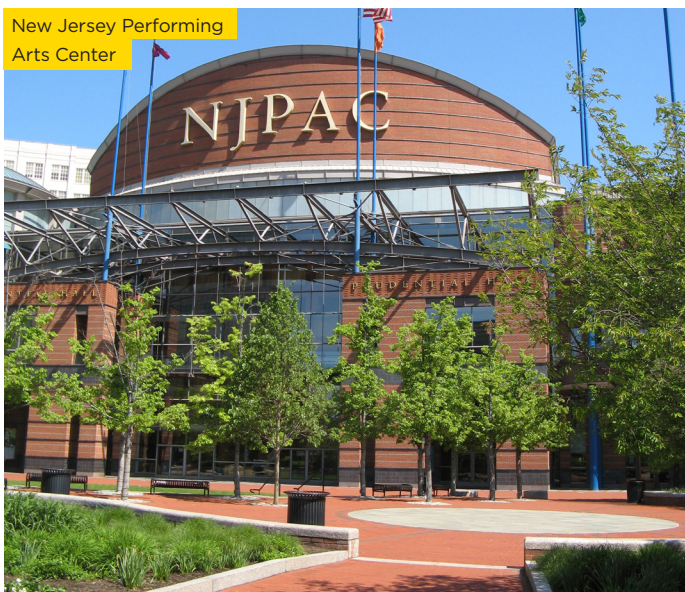
Today, many of the city's cultural institutions face significant challenges, including:

- A recurring fiscal crisis, heightened in times of economic recession;
- A lack of adjacent amenities to encourage repeat and extended visitor stays;
- Physical constraints for meeting current and future needs (e.g., expansion, storage, parking);
- A struggle to capture local and diverse audiences (including current residents and immigrants); and
- Competition with for-profit venues.

#### Strategy 3.1

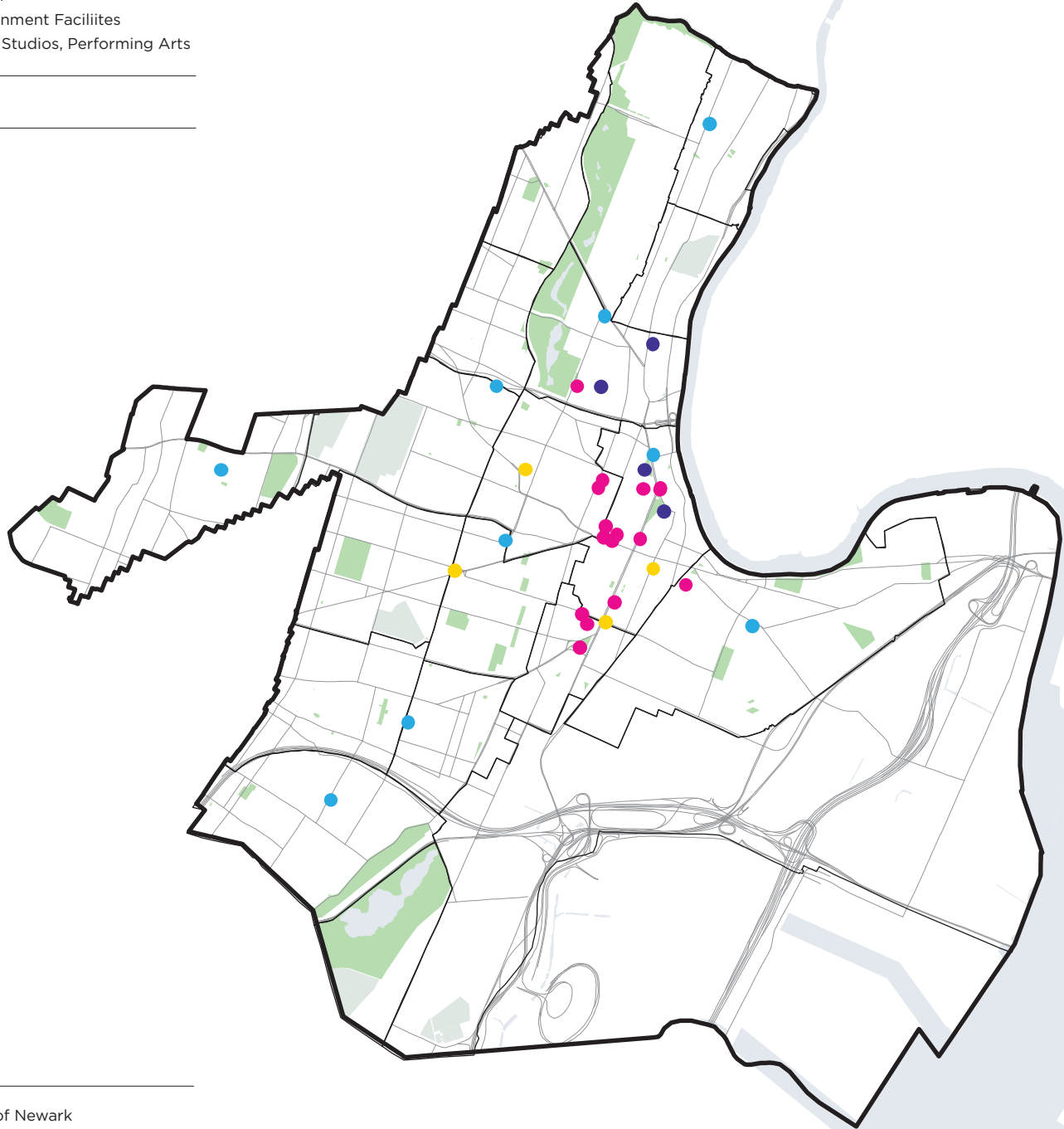
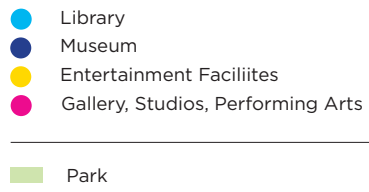
### Expand the use of art in public spaces to enrich neighborhoods and foster a sense of civic pride and identity

High quality public art can help transform public spaces, as well as foster a sense of neighborhood pride and identity. It can also help spur neighborhood revitalization; positively impact neighborhood character and property values; create jobs for local artists; and





**FIG 8.5:** Cultural and  
Entertainment Facilities  
Newark, NJ, 2010



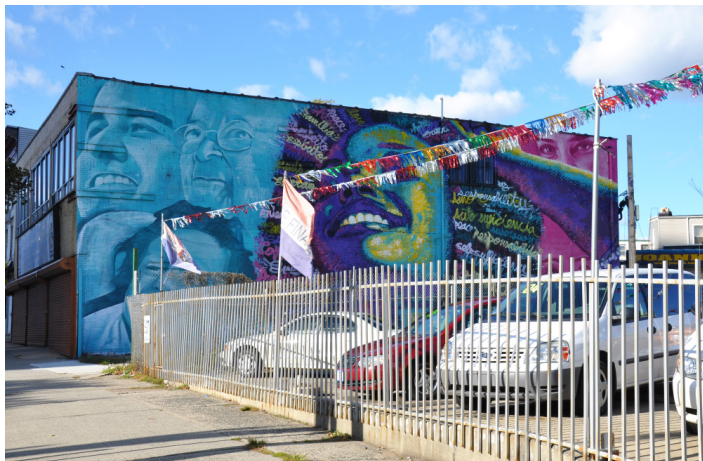
Source: City of Newark

Orientation

Scale



0 1 mi.



increase local retail, restaurant, and hotel activity associated with cultural tourism.

In 2009, the Newark Division of Planning and Community Development initiated a Newark Public Art Program in collaboration with the Urban Enterprise Zone to create works of art and design that manifest the spirit and pride of Newark in its public spaces.

The first initiative of the Program, Newark Murals, was launched in 2009 in partnership with local non-profit organizations to create large-scale public murals with professional artists, youth, and community-based groups across the city. In 2009, the City worked with Groundswell Community Mural Project and City Without Walls to create seven murals. Between 2010 and 2012, a similar collaboration resulted in thirteen more murals. Each mural project involved a minimum of one public meeting hosted by a partner community-based organization, where the artist(s) and mural team presented multiple alternative mural designs to elicit feedback and ideas.

The City also sponsored an exhibition that challenged local artists, designers, and architecture firms to redesign the points of arrival (the “gateways”) to Newark using artistic interventions in the urban landscape that reflect on and reinterpret the history and culture of the city.

Unfortunately, no additional funding has been allocated to the Newark Art Program as of 2012, calling into question the future of the Program and the viability of creating new and maintaining existing public art in Newark.

### Newark Public Art Program

The mission of the Newark Public Art Program is to bring public art and design into each of Newark’s neighborhoods: cultivating civic and community pride, bringing unexpected visual pleasure to the urban landscape, engaging residents and other stakeholders, and connecting Newark’s young people to community-based artists.

### 3.1.1 Re-establish a citywide Percent for Art Program and a Public Art Commission

In order to ensure sufficient, sustainable funding for municipal public art projects, many cities have instituted “percent for arts” set-asides, which require eligible public and/or private developments to contribute to a dedicated arts fund. In 2010, the City created but never adopted a substantial amendment to its Public Art Ordinance that would, among other things, require all municipal agencies to contribute a small portion of their annual capital expenditures to a public art fund. The City will explore opportunities to institute this “Percent for Art” Program.

#### Sources of Funds

Under the proposed Ordinance, an arts fund for the commissioning and purchase of artwork would be established. All municipal capital improvement projects with costs of at least \$300,000 would be required to contribute 1% of the original budgeted cost (up to \$75,000 per project) to the fund. Emergency repair projects, water and sewer projects, and real property acquisitions would be excluded from this requirement.

#### Uses of Funds

The arts fund would pay for all public art costs, including new public art installations, an annual mural program allocation, and maintenance and administrative costs. Based on municipal capital expenditures between 2007 and 2009, the Ordinance, if implemented, could be expected to generate between \$90,000 and \$140,000 annually for the arts fund. However, the City has determined that a robust and sustainable public art program would require a minimum annual budget of at least \$300,000 – based on models in other cities. Additionally, some functions of the Art Program – including community engagement, youth training, and other programming – would be ineligible to receive capital

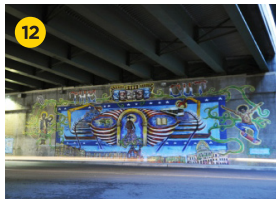
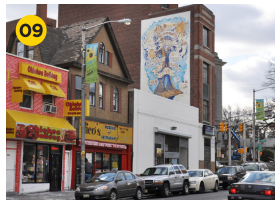
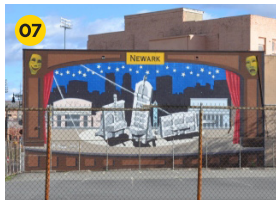
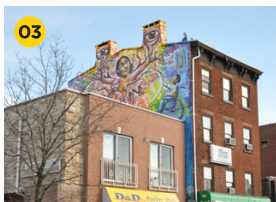
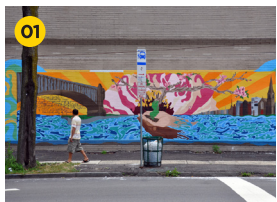
**FIG 8.6:** Public Art Mural Program  
Newark, NJ, 2012

● Public Mural

Source: City of Newark

Orientation      Scale

N  
0      2 mi.







funding. The City will need to seek additional resources to pay for these aspects of the Program.

#### Program Administration

The Department of Housing and Economic Development (EHD) would have clear authority over implementation of the Public Art Program and related initiatives in Newark. Given its role in planning for and implementing the City's streetscape, urban design, park, and other public realm initiatives, EHD is well positioned to oversee the administration of a municipal arts program. Within the Department, a public art program manager and support staff would be designated and responsible for all administrative duties using best practices in the field of public art. Tasks overseen by the Department would include:

- Initiate and develop eligible public art projects;
- Seek out artists through public processes;
- Convene art selection committees, whose membership includes art experts, as advisors or panelists;
- Manage the selection process for acquiring or commissioning artworks;
- Review and approve recommended projects;
- Coordinate and manage all public art projects to completion;

- Develop best practices in the maintenance and conservation of artworks commissioned or purchased;
- Manage all program communications; and
- Develop a media plan for the publishing and promotion of projects.

#### Public Art Commission

The Ordinance would establish a Public Art Commission containing 11 members who would be appointed by the Mayor and confirmed by the Municipal Council. Members would serve on a volunteer basis for a term of three years. The role of the Commission would be to inform, advise, and guide the City's Public Art Program. Specifically, the Commission's role would include the approval every five years of a municipal Public Art Plan (to be developed by EHD) and the recommendation of artists for certain projects.

#### Strategy 3.2

**Make downtown a cultural and arts destination through branding, marketing, and cross-promotional events**

## 04. Municipal Services Facilities

### Develop high quality, consolidated, and efficient public services facilities in appropriate locations throughout the city

Newark's public facilities reflect fluctuations in population growth over the past century. Most were built during the city's "Golden Age," from the late 19th century to World War II. These include significant buildings downtown, such as City Hall, the Main Library, the Newark Museum, and the Essex County Courthouse and Hall of Records. Industrialization and immigration contributed to increased population, requiring schools, fire houses, police stations, hospitals, and branch libraries. These buildings are the backbone of today's municipal infrastructure.

Planning policy for community facilities must incorporate investing in a manner that reflects current conditions, while allowing for future changes in development patterns. Individual City departments must balance statutory requirements with citizens' needs and budget constraints. Additional considerations include land for site acquisitions, accessibility for disabled public and staff, changing land use patterns, appropriate distribution of facilities, and correcting overdue deferred maintenance that requires major capital funds to rectify.

#### Strategy 4.1

### Promote the co-location/consolidation of public services in the same facility

Priority projects for consolidation should result in the elimination of redundant services, increased efficiency, and cost savings associated with reduced energy consumption and maintenance needs.

#### Strategy 4.2

### Develop a policy to dispose of or reuse public facilities that are no longer in use or located in inappropriate locations

#### Strategy 4.3

### Rehabilitate and/or redevelop municipal facilities to make them more energy efficient, healthy, and proud places

#### Strategy 4.4

### Require future development by government entities to provide active, pedestrian-friendly ground-floor space

**ENDNOTES**

1. City of Newark, *Master Plan Re-Examination*, 2009
2. Seton Hall Law School, Berkeley College, and Rutgers Business School are located in the downtown.
3. Newark Alliance, *Opportunity Newark*, 2006
4. Americans for the Arts, *The Economic Impact of Nonprofit Arts and Culture Organizations and their Audiences in the City of Newark*, 2007







NEWARK MASTER PLAN

# HISTORIC RESOURCES



## Goals

**Ensure that Newark has high quality historic districts, landmarks, buildings, and places that represent a diverse, broad historical perspective**

**Ensure that historic resources qualified and certified under state or federal registers are in compliance with regulatory standards governing their preservation and management**

## Objectives

### 01 Regulatory Reforms

**Ensure appropriate regulations and resources are in place to adequately protect Newark's historic assets**

### 02 Preservation and Reuse

**Advance policies, programs, and investments that facilitate the preservation and adaptive reuse of historic sites, buildings, and districts**

### 03 Commemorative Place-Making and Tourism

**Create a place-making and tourism program that links historic assets with community, cultural, and educational resources**

### 04 Standards for Rehabilitation

**Create and enforce appropriate standards and practices to ensure the protection and ongoing maintenance of new and existing historic sites, buildings, and districts**

Newark is New Jersey's oldest and largest city, and the third oldest major city in the United States (only Boston and New York pre-date Newark). The city's historic resources – from buildings to districts, sites, monuments, and other assets – tell the story of its past and make it distinct. These resources provide tangible connections to the people and events that have shaped Newark and continue to influence it to this day. Their preservation creates a unique sense of place and community pride.

Less known and appreciated are the significant economic benefits of preservation and heritage tourism. Preservation activities can help spur growth and downtown revitalization; positively impact neighborhood character and property values; create jobs in construction and other trades associated with the rehabilitation and adaptive reuse of historic buildings; and increase local retail, restaurant, and hotel activity associated with cultural tourism.

In fact, studies have shown that, dollar for dollar, rehabilitation creates more local jobs than new construction because it is more labor-intensive and requires fewer materials. Much of the work involved in building preservation and rehabilitation requires skilled craftsmanship. When combined with the right job training programs, historic preservation can thus help build a local corps of workers with high-paying, bankable skills.

Newark currently has 81 protected landmarks and seven registered historic districts, but many more assets are unprotected. Most of Newark's built environment has never been surveyed. Other challenges include the following:

- Some historic commercial corridors are either struggling or have obsolete land use patterns, including small buildings and sites, upper-story spaces that are not marketable, and a lack of parking;
- Constant physical and financial challenges to rehabilitation and adaptive reuse prevent the redevelopment of historic buildings; and
- There is a constant struggle to balance the preservation of Newark's unique character with economic development projects and efforts to address blight, often resulting in the unnecessary demolition of historic resources.



## 01. Regulatory Framework

### Ensure appropriate regulations and resources are in place to adequately protect Newark's historic assets

Municipalities in New Jersey obtain their authority to identify, evaluate, designate, and regulate historic resources (including sites and districts) from the Municipal Land Use Law (MLUL), the enabling legislation for municipal land use and development planning, zoning, and, since 1986, historic preservation zoning.

In accordance with the MLUL, Newark adopted a Historic Preservation Ordinance in 1994 to regulate alterations to local landmarks and development within local historic districts. Consistent with the Ordinance, a Historic Preservation Officer and Historic Preservation Commission have been established with the authority to propose the designation of historic sites and districts; authorize building permits for historic sites and improvements in historic districts; create guidelines for review and protection; and enforce preservation standards and regulations. The Commission consists of nine members and two alternates appointed by the Mayor, all of whom have demonstrated interest, competence and/or knowledge in historic preservation. The Preservation Officer serves in a supportive capacity to the Commission.

#### Designations

Any interested party (with the property owners' consent) may nominate a historic landmark or district for listing on the local

register. The application must be presented initially to the Historic Preservation Commission, followed by the Central Planning Board and the Municipal Council. The nomination must be reviewed and approved by each of these bodies in order to be designated as a local landmark. Review criteria are based on the Secretary of the Interior's National Register Criteria for Evaluation.

#### Building Permits

The Commission is responsible for approving building permits for any physical changes to a designated historic site or for any improvement within a designated historic district (e.g., rehabilitation, demolition, new construction). No building permits can be issued without prior approval by the Commission.

#### Development and Zoning Applications

The Commission also serves in an advisory capacity to the Central Planning Board and the Zoning Board of Adjustment. It provides a written report on each application submitted to either board for development in designated historic zoning districts or on historic sites identified on the zoning map, on the official map, or in the Master Plan.

*The following strategies relate specifically to this regulatory framework.*

### Registered Historic Sites and Districts

Today, Newark has 81 landmarks and seven historic districts of local, statewide, and national significance that are protected under the local Historic Preservation Ordinance.

All of these sites and districts are also listed on the State and National Registers. No applications for the local register have been submitted since 2007.

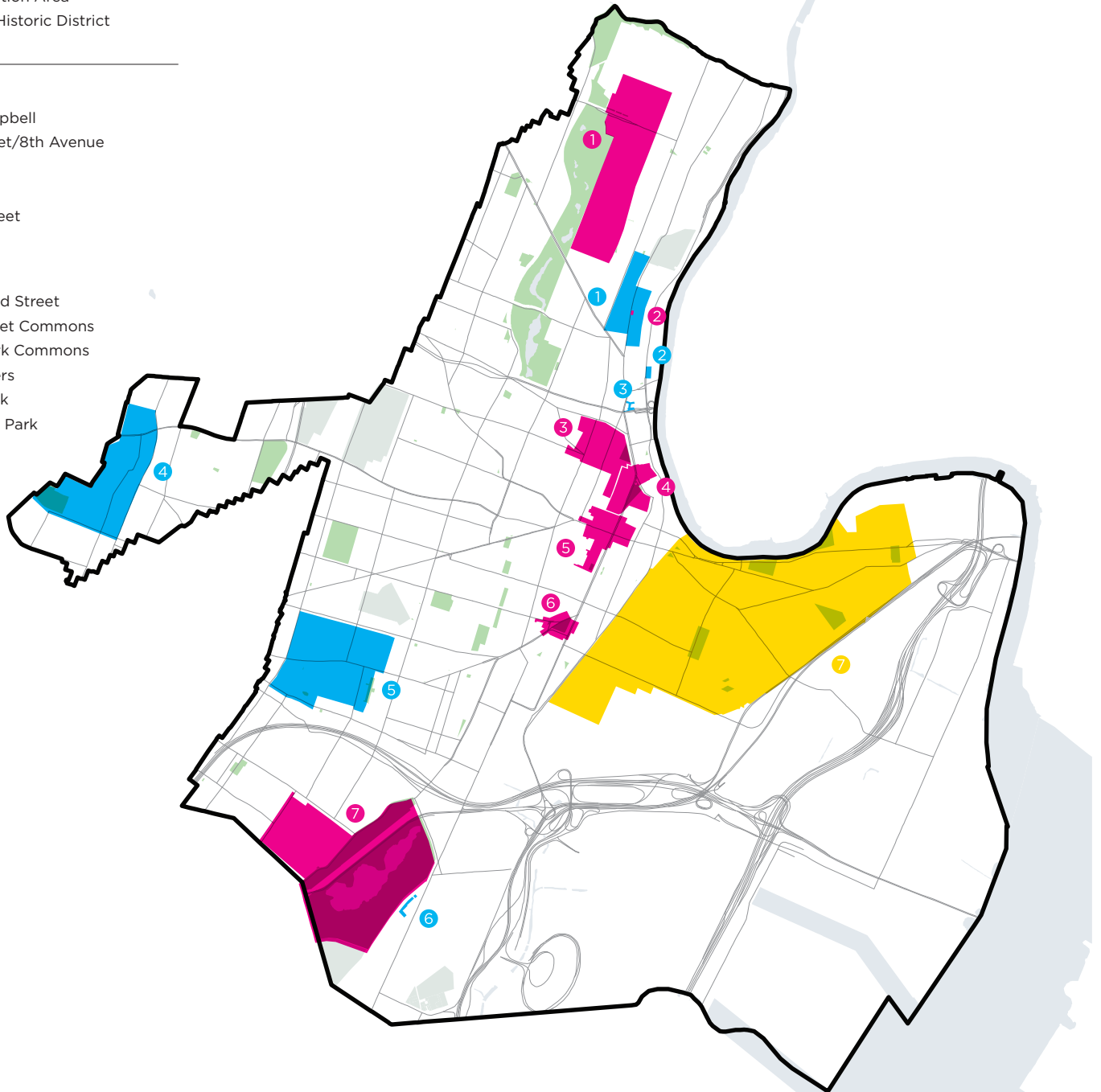


**FIG 9.1:** Historic District Boundaries  
Newark, NJ, 2012

- Proposed Historic District
- Proposed Heritage Conservation Area
- Existing Historic District

- ① Broadway
- ② Watts Campbell
- ③ Grand Street/8th Avenue
- ④ Vailsburg
- ⑤ Clinton Hill
- ⑥ Dayton Street
- ⑦ Ironbound

- ① Forest Hill
- ② North Broad Street
- ③ James Street Commons
- ④ Military Park Commons
- ⑤ Four Corners
- ⑥ Lincoln Park
- ⑦ Weequahic Park



**Strategy 1.1****Prioritize the resources in Appendix A for protection under the local Preservation Ordinance and listing on the National and State Registers**

While the City has been successful in utilizing its local Preservation Ordinance to protect key landmarks and districts of historic value, there are many more that remain unlisted and unprotected. In fact, most of these resources have never been surveyed; the City lacks a clear, comprehensive picture of what assets it has and where they are located.

As part of the master planning process, a “reconnaissance level” survey was completed to identify sites and districts that meet the City’s criteria for designation. This survey includes a diverse group of landmarks that reflect different periods in Newark’s history, as well as various other types of buildings, in every ward – such as churches, schools, firehouses, parks, apartment buildings, industrial buildings, and other properties. The boundaries of nine potential new historic districts have also been identified in sections of Dayton, Lower Broadway, Mount Pleasant, Upper Clinton Hill, and Vailsburg. (The proposed Ironbound Heritage Conservation Area is more of a commemorative/place-making district; it would not be subject to any historic district regulations under the Ordinance.) See Appendix A for the full list of potentially eligible resources. Applications shall be prepared for designation in accordance with the Ordinance; those assets perceived to be of highest value by the City and/or most vulnerable should be prioritized.

**Strategy 1.2****Automatically designate local properties that are listed on the State or National Registers**

In order to streamline the designation process, the City will explore the possibility of amending its Historic Preservation Ordinance so that properties listed on the State or National Registers of Historic Places are automatically listed on and protected under the local Ordinance. The application form that one would use to list a local landmark is the same as for the State and National Registers.

**Strategy 1.3****Revise the Historic Preservation Ordinance to achieve New Jersey Certified Local Government status and unlock key funding sources**

The New Jersey Historic Preservation Office’s Certified Local Government (CLG) program offers municipalities the opportunity to participate more directly in state and federal historic preservation programs. Participation in the CLG program requires that a municipality have a historic preservation ordinance and a historic preservation commission that conforms to the approved specifications of both the MLUL and the National Park Service. As a CLG, the community is eligible to apply for Historic Preservation Fund (HPF) grants for a variety of local preservation activities.

Status as a Certified Local Government would provide Newark’s Historic Preservation Commission with opportunities to receive matching grants from the federal government for historic studies and preservation efforts, such as planning and education projects and historic register nomination plans. In order to achieve CLG status, Newark must first become certified by the New Jersey Historic Preservation Office (HPO) as meeting certain state and federal program standards for the designation and protection of historic properties and districts. Currently, Newark’s Historic Preservation Ordinance contains a “hardship clause” that makes it non-compliant with these standards and therefore ineligible to obtain CLG status.

In order to unlock key funding that CLG status affords, the hardship clause will be removed from the Ordinance and submitted, along with other required documentation and application materials, to the state HPO for compliance review.

**Strategy 1.4****Provide the Historic Preservation Commission with a budget and dedicated staff**

The Historic Preservation Commission consists of nine members and two alternates appointed by the Mayor, all of whom must have a demonstrated interest, competence, and/or knowledge in historic preservation:

- Two members must be knowledgeable in building design and construction or architectural history (Class A);



### Criteria for Evaluation

Per Newark's Preservation Ordinance, Appendix A was created using the U.S. Department of the Interior's National Register Criteria for Evaluation, which generally includes all sites, buildings, and districts that:

- Are associated with events that have made a significant contribution to the broad patterns of our history;
- Are associated with the lives of people significant in the past;
- Embody the distinctive characteristics of a type, period, or method of construction;
- Represent the work of a master;
- Possess high artistic values;
- Represent a significant and distinguishable entity whose components may lack individual distinction; or
- Has yielded, or may be likely to yield, information important in prehistory or history.

Generally, properties that have achieved significance within the past 50 years are not considered eligible for nomination.

- Two members must be knowledgeable of or have a demonstrated interest in local history (Class B); and
- Five members must reside in Newark and hold no other municipal office, position, or employment except for membership on the Planning Board or Board of Adjustment (Class C).

Members serve on a voluntary basis, but the Commission is severely constrained by a lack of resources. As a result, it is reactive instead of proactive in completing and advocating for preservation activities. Other municipalities, for example, provide funding to their historic preservation commissions to complete surveys of properties and districts that may be eligible for designation and protection under local ordinance. Newark's Commission is completely dependent upon the work of outside organizations, including the non-profit Newark Landmarks and Preservation Committee, for nominations to the Local, State, or National Registers. No new nominations are currently being pursued.

1180 Raymond  
Boulevard



Unprotected residential  
buildings in Fairmount



As funds become available, the City will support the work of the Commission by:

- Providing the Commission with resources and a budget to survey and apply for the designation of historic sites and districts, publish periodic educational literature for the benefit of Newark residents and property owners, and maintain a library of relevant reference materials;
- Dedicating adequate staff and resources in City Hall to work exclusively on historic preservation issues in coordination with the Commission; and
- Providing regular training to members through workshops or off-site courses.

Possible sources of funding include the New Jersey Historic Preservation Office, mitigation fees, and revolving funds, all of which are described below in greater detail.

## 02. Preservation and Reuse

**Advance policies, programs, and investments that facilitate the preservation and adaptive reuse of historic sites, buildings, and districts**

### Strategy 2.1

#### **Encourage adaptive reuse, where old buildings are retrofitted to accommodate modern needs**

In Newark, the adaptive reuse of outdated but historically significant structures can give new life to old buildings, preserve urban context and history, and provide space for much-needed facilities, such as affordable housing, community services, or neighborhood-serving retail. Often, building restoration and renovation, especially when combined with incentives, can also be more economically cost effective than new construction.

##### **2.1.1 Encourage the conversion of vacant upper floors of downtown buildings into new residential units**

Converting the upper floors of vacant buildings to residential uses has been a successful downtown revitalization strategy in many cities across the country. As discussed in the Housing Element, key opportunities to convert the upper floors of vacant old department stores, warehouses, and factories exist in and around the downtown. Newark, with its large student/faculty population and its status as a regional transit hub, is uniquely positioned to grow its downtown residential population – and achieve its vision of a vibrant, 24/7 district – by capitalizing on these resources.

In 2008, the City's adoption of the Living Downtown Plan eliminated a number of outmoded zoning regulations that were significant hindrances to upper floor conversions, including parking and bulk requirements that were difficult to achieve and often unnecessary. Partly as a result, a significant number of adaptive reuse projects have materialized in and around the downtown over the past several years, and more are in the pipeline. Other strategies for facilitating building preservation and adaptive reuse are described below.

### Strategy 2.2

#### **Continue and expand the façade revitalization program along historic retail corridors**

Mixed-use commercial corridors throughout Newark have the potential to provide important community amenities and establish the brand and identity of neighborhoods. Some corridors can also attract consumers from surrounding municipalities, which can enhance the performance of a range of small businesses offering products and services that are not widely available. Many of the city's existing commercial corridors also have architectural features of historic value that can play a role in efforts to improve the local retail environment; they should be preserved and enhanced.

The City, in coordination with the Urban Enterprise Zone, is currently undertaking a series of targeted streetscape and façade improvement investments in one high-priority commercial corridor in each ward: (1) Clinton Avenue in Upper Clinton Hill, (2) Ferry Street in the Ironbound, (3) Lower Broadway and Broad Street in the downtown, (4) Mount Prospect Avenue in Forest Hill, and (5) South Orange Avenue in Vailsburg. These improvements, for which the design phase has already been completed, are due to be fully implemented by the fall of 2013.

Key challenges to preserving historic corridors include the prevalence of garish signs, awnings, and façade treatments that obscure or completely cover historic architectural details. Some corridors have ground-floor uses that are incompatible with the City's vision for compact, walkable commercial districts. In many cases, new infill development interrupts the street wall with setbacks and curb cuts for off-street parking.

*For more information on Newark's commercial corridors, see the Business and Industry Element.*

**Strategy 2.3****Prioritize preservation in the redevelopment of historic City-owned sites**

The City owns numerous vacant or abandoned buildings that it may want to preserve in one form or another. Often, the preservation and rehabilitation of these assets becomes a secondary consideration during the disposition process, when a property is transferred to another entity for redevelopment. Going forward, the City will ensure historic preservation considerations are incorporated into the development review process and, where applicable, prioritize preservation activities. This can be achieved during negotiations with the developer, and the City can utilize deed restrictions and escrow accounts to guarantee its preservation goals are achieved.

**Strategy 2.4****Charge adequate mitigation fees for off-site preservation**

Alternatively, the City might allow a developer to demolish or substantially alter a locally designated historic building (public or private) in exchange for a fee, which would pay into a fund that supports preservation activities elsewhere in Newark, such as a revolving fund (see below). The fee amount should be tied to the type of property, its significance (e.g., “key” or “contributing”) and the size of the property. For example, in the City of Ontario, California, the Historic Preservation Commission charges the following mitigation fees, which pay into a local historic preservation fund.

Newark’s fees would need to be scaled and tied to the cost of local construction (meaning they would likely be much higher), but they could be structured in a similar fashion:

- **Residential buildings:** \$7 per square foot, with a cap amount of \$17,500
- **Non-residential buildings:** \$6.50 per square foot, with a cap amount of \$32,500
- **Accessory buildings (e.g., garages and workshops):** \$3.50 per square foot, with a cap amount of \$7,500

**Strategy 2.5****Create a revolving fund to support preservation and rehabilitation activities throughout the city**

Revolving funds are a time-tested source of funding for historic preservation projects. In this scenario, a non-profit organization would establish a fund to receive donations and other capital, and it would use this money to purchase, rehabilitate, and resell (with easements) endangered historic properties. The proceeds from the sale would be returned – or “revolved” – back into the capital fund. Some funds also offer low-cost loans for building renovations, which are revolved back into the fund as the loans are repaid.

One potential model for Newark is the Providence Revolving Fund (PRF) in Providence, Rhode Island. Established in 1980, PRF is a community-based non-profit development and lending corporation that works to preserve Providence’s architectural heritage and stimulate community revitalization through advocacy, lending, technical assistance, and development in historic areas. This is



Richardson Lofts

Lincoln Park Parkhurst  
Hotel and new apartments



accomplished by: partnering with neighborhoods and community-based organizations; retaining and developing affordable housing; collaborating with others to preserve and develop real estate; and serving as a catalyst for public and private investment.

PRF manages two capital funds – the Neighborhood Loan Fund, with over \$2 million in assets, and the Downcity Loan Fund, with \$6.5 million – that are targeted to low- and moderate-income families residing in historic districts and property owners and merchants in the historic downtown commercial area, respectively.

Neighborhood Loan Funds focus on stabilizing and revitalizing historic structures in low- and moderate-income historic neighborhoods. Specifically, revolving funds are used to purchase endangered properties, which are then developed and sold as owner-occupied affordable housing, and rehabilitation loans are made to owners who cannot obtain conventional financing due to income levels and/or the condition of the building or area. Funds are committed on a short-term basis and are returned to the capital fund when a building is resold or as loans are paid back.

For commercial properties in historic districts, loan funds are intended to stimulate development by providing gap financing for development projects; loans for façade improvements; and incentive grants for signs, awnings, and storefronts.

In Newark, such a fund – if found to be feasible – will be managed through the Brick City Development Corporation (BCDC) and/or in partnership with a community land bank, as discussed in the Housing Element. Seed funding could come from philanthropic organizations, public grants, and/or development fees, among other sources.

#### Strategy 2.6

### Educate developers and property owners about the availability of Federal Historic Preservation Tax Credits

Many developers and property owners in Newark are unaware that they may be eligible for Federal Historic Preservation Tax Credits (HTCs). These can be combined with other available incentives to close financing gaps. The most common tax credit programs used in conjunction with HTCs include New Markets Tax Credits and Low-Income Housing Tax Credits.

The City, in collaboration with BCDC, will hold workshops upon request to educate property owners and developers about

the various tax credits that can be used to develop and invest in historic properties. Learning objectives of these workshops should include building a basic understanding of the following:

- Tax/regulatory rules and structures being used in conjunction with HTCs;
- Strategies for monetizing HTCs to raise capital;
- Using HTCs for both large and small projects;
- Tax-exempt issues and potential stumbling blocks; and
- The benefits of investing in HTC projects.

The City and BCDC will also create and maintain a publicly accessible database of properties in Newark that are eligible for rehabilitation using HTCs. The list should include a financial snapshot of each property (e.g., a percentage of the total development cost that might be covered by the HTC under certain conditions). The City will also prepare a one-page Historic Tax Incentive Fact Sheet for distribution to developers and property owners.

#### Strategy 2.7

### Advocate for the development of new state-level incentives

The City will actively promote the establishment of a New Jersey State Historic Preservation Tax Credit.

## 03. Commemorative Place-Making and Tourism

Create a place-making and tourism program that links historic assets with community, cultural, and educational resources

### Strategy 3.1

#### Identify places of commemoration that acknowledge the city's rich cultural, natural, and social heritage

In creative placemaking, partners from public, private, non-profit, and community sectors strategically shape the physical and social character of a neighborhood, town, city, or region around arts and cultural activities. Creative placemaking animates public and private spaces, rejuvenates structures and streetscapes, improves local business viability and public safety, and brings diverse people together to celebrate, inspire, and be inspired.

Newark's parks and commons make excellent places for public commemorations and gatherings. One timely example is the commemoration of the Centennial of World War I with a program around the Gutzon Borglum sculpture, "Wars of America," in Military Park.

A "Newark Marker Program" should also be initiated to educate citizens and visitors about the rich architectural and commercial heritage of Newark. Historically significant commercial buildings could be identified to receive bronze markers with their original name, construction date, and architect, if known. The markers

would be awarded each year during Historic Preservation Month, and the Program would help encourage building owners to rehabilitate and maintain their historic structures by making them aware of the important contributions their building has made and continues to make to Newark's cultural development. Other municipalities have also created sidewalk signs that provide brief descriptions of an area or site's historical significance to passersby.

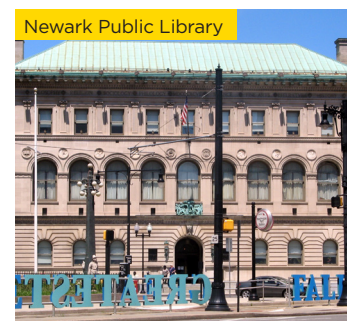
Placemaking initiatives could potentially be managed and approved by a re-established Newark Arts Commission. For more information about the Arts Commission, see the Community, Cultural, and Educational Resources Element.

### Strategy 3.2

#### Promote heritage tourism

Heritage tourism attracts visitors, and cultural/heritage travelers spend, on average, \$994 per trip, compared to \$611 for all U.S. travelers. The City will explore ways to encourage heritage tourism through collaborations with existing arts groups.

The City, in collaboration with BCDC, will identify and pursue initiatives to promote historic and cultural assets in Newark's downtown and neighborhoods. One potential model is Boston's heritage trail brochure. In addition, self or guided tours of Newark could be created based on neighborhoods or themes, such as "Roots of Newark Gospel," "Newark's Jewish Legacy," or "Jersey Boys." The City will also explore opportunities to create a Visitor's Welcome Center kiosk or storefront in the downtown.



## 04. Standards and Enforcement

**Create and enforce appropriate standards and practices to ensure the protection and ongoing maintenance of new and existing historic sites, buildings, and districts**

### Strategy 4.1

#### **Develop design guidelines for infill housing in historic neighborhoods**

Newark's historic districts have experienced incompatible infill development that serves to undermine the character and value of the districts. New design standards for infill development should be written with specific standards, including a requirement to meet the prevailing height and set back of adjacent structures facing the same street, as well as structures across the street. Building materials and the rhythm of voids to solids should also be honored.

### Strategy 4.2

#### **Develop green construction, rehabilitation, and retrofit standards for historic buildings**

*For more information on this strategy, see the Urban Design Element.*

### Strategy 4.3

#### **Utilize portions of the building code that effectively and efficiently facilitate rehabilitation, preservation, and reuse of buildings for residential or commercial development**

*For more information on this strategy, see the Housing Element.*

### Strategy 4.4

#### **Prevent illegal conversions and alterations by providing timely delivery of inspections, notifications, and fines to buildings with major code violations**

*For more information on this strategy, see the Housing Element.*

### Strategy 4.5

#### **Increase community outreach to educate property owners in historic districts about preservation standards and resources available for preservation activities**

The City will sponsor community meetings/workshops in historic districts to educate homeowners about Newark's design guidelines and standards for historic districts.

### Strategy 4.6

#### **For new historic districts, encourage the formation of community groups**

Historic districts can give rise to grassroots neighborhood groups centered on the rebirth of a spirit of community, which can result in increased value both in perception and economic terms. Local examples of successful groups include the Forest Hill Community Association, the Weequahic Park Association, and SPARK (Save the Park at Riverbank).



**Strategy 4.7****Institute a tree preservation ordinance**

This is especially critical for the large residential historic districts, such as Forest Hill, Weequahic Park, and Lincoln Park, but also necessary for the smaller downtown districts, such as James Street Commons, Military Park Commons, and Four Corners Historic Districts.

**Strategy 4.8****Prioritize the removal and below-grade placement of over-head utility services in historic districts**

The removal and below-grade placement of overhead utility lines and structures will be prioritized in historic districts.

Signage covering historic  
façades on Broad Street



Poor façade alteration on  
Ferry Street in the Ironbound



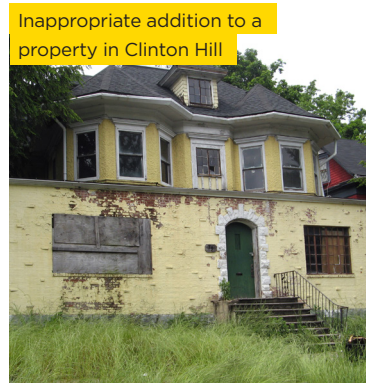
Unprotected property on  
Clinton Avenue in Upper  
Clinton Hill



Garish signage in  
North Broadway





Inappropriate addition to a  
property in Clinton Hill



## Appendix A

### Eligible Historic Districts and Landmarks

The following resources should be prioritized for protection under the local Preservation Ordinance and listing on the National and State Registers

Resource Name	Location	Date or Period of Significance	Significance
<b>East Ward</b>			
Districts			
Ballantine Brewery Historic District 	Area approximately bounded by Raymond Boulevard, Brill Street, Conrail ROW, St. Charles Street, Market Street, and Somme Street (includes brewery buildings, St. Aloysius complex, Shifman Mattresses, Chellis Austin, and NJ Laborers' Union Hall)	1840-1960	Significant cluster of mid-to-late 19th century related industrial buildings. At one time, the Ballantine Brewery was the largest brewery in the nation. St. Aloysius was funded by Ballantine and designed by Jeremiah O'Rourke. Chellis Austin was built in 1932 by Prudential as an experiment in low-income housing. Union Hall is excellent example of mid-century modern.
Ironbound Heritage Conservation Area 	Area approximately bounded by NJ Railroad Avenue to the west, the Passaic River to the north, South Street and the railroad ROW to the south, and Chapel Street and Manufacturer's Road to the east.	c. 1840-1960	The Ironbound is the last and largest vestige of 19th century Newark. Its low scale and high density is reflective of its early development. The physical character and vitality of this neighborhood should be preserved through strong design and planning principles. The neighborhood's character, including its late 19th century heritage, should be respected.
Buildings			
St. Benedict Roman Catholic Church complex 	65 Barbara Street	c. 1880	Gothic Revival church with school, rectory, and ancillary buildings; church was built primarily for German immigrants in East Ironbound.

Resource Name	Location	Date or Period of Significance	Significance
<p>Wilson Street Streetscape</p> 	10-20 Wilson Avenue	c. 1880	Handsome row of attached brick Italianate rowhouses.
<p>Newark Warehouse Company (Central Graphic Arts Building)</p> 	98-126 Edison Place	1907	Unique reinforced concrete warehouse reminiscent of urban Renaissance palace structures. Built by John W. Ferguson.
<p>18 Green Street (formerly the NJ Foundation for the Blind)</p> 	18 Green Street	c. 1920	Excellent example of Tudor Revival architecture on an institutional building.
<p>22 Franklin Street</p> 	Police Headquarters	1916	Part of the city civic complex; good example of monumental civic architecture in the classical revival style. Architect: Jordan Green.
<p>11 South Street</p> 	11 South Street	c. 1880	Exceptional late 19th century wood-frame Queen Anne residence



Resource Name	Location	Date or Period of Significance	Significance
<p>Lusitania Savings Bank (originally Fidelity Union Trust)</p> 	210 Ferry Street	c. 1900	Excellent example of Neo-Classical bank building with attached colossal portico.
<p>Ferry Street Streetscape (between Chambers and Somme Streets)</p> 	266-280 Ferry Street	c. 1880	Excellent streetscape of late 19th century brick Romanesque row houses with corbelled entablatures.
<p>Independence Park</p> 	Adams, Walnut, Van Buren, and Oliver Streets	1895	Olmsted-designed park owned by Essex County. Good example of “neighborhood park” as classified by Olmsteds.
<p>Lafayette Street School</p> 	205 Lafayette Street	1848; 1863; 1881; 1904	Oldest public school in Newark. 1904 addition designed by Guilbert and Betelle in Collegiate Gothic style.
<p>Lafayette Street Annex</p> 	212 Lafayette Street	1856	Built as Fourth/Fifth Baptist Church. Good example of Greek Revival building, but steeple is missing.

Resource Name	Location	Date or Period of Significance	Significance
St. James Hospital 	155 Jefferson Street	c. 1953	Good example of mid-century modern architecture. Founded in 1900 by Sisters of St. Joseph.
Our Lady of Fatima 	79 Jefferson Street	1958	The primary and first church built for the Portuguese immigrants of the Ironbound; the parish center is an early 20th century classicizing synagogue. Architect: M. George Vuinovich.
Our Lady of Mount Carmel 	259 Oliver Street	1955	Replacement church for the mission church built by Penn Station primarily for the Italian immigrants of the Ironbound.
Oliver Street School 	104 Oliver Street	1869; 1903; 1915; 1922	Built during post-Civil War boom in school construction, a good example of classical revival school architecture.
Wilson Avenue School 	19 Wilson Avenue	1881; 1900; 1906; 1925	Although somewhat altered, a good example of classical revival school architecture.

Resource Name	Location	Date or Period of Significance	Significance
Emilio Serio Studio (Houston St. Public School) 	30 Houston Street	1879	Last remaining wood frame one-room public school house in Newark; now an artist's studio.
Former Pan American CMA Church 	76 Prospect Street	1849-1850	Designed by Frank Wills, a leader of the Gothic Revival movement; now an office building.
Trinity Reformed Church 	479 Ferry Street	1871	Good example of Gothic Revival church; former Dutch Reformed.
Engine Co. 16 	469-473 Ferry Street	1908	Good example of Classical Revival fire station with inlaid decorative brick. DOE: 1976.
Engine Co. 27 	87-99 Elm Road	1919	Good example of Classical Revival fire station with handsome hose tower. DOE: 1976.



Resource Name	Location	Date or Period of Significance	Significance
Salvation Army Boys and Girls Club 	11 Providence Street	c. 1930	Eclectic social services building with segmentally-arched entrance fit into a triangular lot.
Fire Department Special Services Building 	56 Prospect Street	1890	Newark Fire Department training stable, workshop, and hospital.
Engine Co. 14 	69-71 Vesey St.	C. 1890	Although altered, a very good example of Romanesque Revival architecture with handsome hose tower featuring an arcaded top. Building is across the street from Murphy Varnish Company and may have been designed to emulate those industrial buildings. DOE: 1976.
Testrite Instrument Co. 	135 Monroe Street	c. 1880-1920	Good example of a late 19th century brick industrial building, with an early 20th century addition to the north; originally housed Lewis Brothers Confectioners.
Luis Camoes School 	81-87 Congress Street		Interesting Gothic Revival school buildings.

Resource Name	Location	Date or Period of Significance	Significance
Union Street Streetscape 	Both sides of Union Street between Elm and Lafayette Streets	c. 1850	Mid-19th century residential neighborhood with Greek Revival elements.
East Ward Industrial Center 	95-111 NJ Railroad Avenue	c. 1850; 1880 expansion	Gould and Eberhardt Machine Shop and Foundry, one of the foremost machinery firms in the U.S.
Button Factory 	61 NJ Railroad Avenue	c. 1880	Good example of a Romanesque influenced industrial mill building.
Dietz Building 	60-64 Union Street	c. 1890	Good example of late 19th century industrial architecture; former toy factory.
Paganini Institute 	217 Chestnut Street	c. 1890	Handsome brick industrial building; formerly housed the Duranoid Manufacturing Company.
Supreme Ink 	65 McWhorter Street	Founded 1845, building c. 1880	Oscar Barnett Foundry and Machine Works; famous for their knives.

Resource Name	Location	Date or Period of Significance	Significance
<p>Late 19th century residential brick building</p> 	165 Lafayette Street	c. 1870	Good example of a brick Italianate row house.
<p>Late 19th century residential brick building</p> 	69 McWhorter Street	c. 1880	Good example of a brick Italianate row house.
<p>Late 19th century residential brick and stone Queen Anne house</p> 	341 Walnut Street	c. 1890	One of the most elegant and architecturally significant residences in the Ironbound; faces Independence Park.
<p>May-Manton Pattern Company</p> 	120-132 Pacific Street	c. 1890	Late 19th century industrial building.
<p>Wolff Memorial Presbyterian Church</p> 	106 Ann Street	1863	Built as the Third German Presbyterian Church.







Resource Name	Location	Date or Period of Significance	Significance
Ferry Liquors and Wine 	118-130 Adams Street	c. 1890	Good example of late 19th century brick industrial building constructed for the Universal Caster and Foundry Company
Newark Public Baths (current kitchen/ bath linens outlet) 	360 Walnut Street	c. 1900	One of the few remaining public bath houses in Newark. Brick eclectic building with Romanesque features.
St. Paul's Presbyterian Church 	180 Lafayette Street	1890	Gothic Revival/eclectic church designed by the architect of Peddie Memorial Church, William Halsey Wood.
<b>South Ward</b>			
Districts			
Clinton Hill Historic District 	Area approximately bounded by Avon Avenue, Seymour Avenue, West Runyon Street, Hawthorne Avenue, Fabyan Place, and South 18th Street	1890-1930	Late 19th century residential district characterized by historical revival styles, large homes, deep set backs, mature trees, and prominent churches. Sites of significance include Blessed Sacrament, Trinity United Methodist, St. Andrew's Episcopal, Clinton Ave. Presbyterian, Homestead Park, and B'Nai Abraham.

Resource Name	Location	Date or Period of Significance	Significance
Dayton Street Historic District 	Area approximately bounded by Lowell Place, Frelinghuysen Avenue, Foster Street, and Dayton Street		Brick worker row housing built in the early 20th century by the Weston Electric Company.
Engine Co. 29 / Truck 10 	1028 Bergen Street	1922	Good example of Classical Revival firehouse with rusticated limestone first floor, pilasters, and window surrounds; brick second floor.
Buildings			
Woodland Cemetery 	Bergen Street, Rose Terrace, South 10th Street, 18th Avenue (entrance at 670 South 10th Street)	1855	Formerly the "German Cemetery," the 55-acre rural Fairmount Cemetery was founded by the Krueger and Hayes families. Contains graves of 336 Civil War soldiers.
Weequahic High School 	279 Chancellor Avenue	1932	Excellent example of Art Deco high school building with WPA lobby murals by Michael Lenson. Alumni include Philip Roth. Architect: Guilbert and Betelle.
Chancellor Avenue School 	321 Chancellor Avenue	1930	The only Art Deco elementary school in Newark, located next to the equally well-designed Art Deco Weequahic High School.

Resource Name	Location	Date or Period of Significance	Significance
Weequahic Branch Library 	355 Osborne Terrace	1929	Excellent example of centered gable, Adam (colonial) Revival architecture on an institutional building.
Clinton Branch Library 	739 Bergen Street	1925	Excellent example of Georgian Colonial Revival architecture on an institutional building. Library features a handsome matching brick wall to delineate the garden.
Maple Avenue School 	33 Maple Avenue	1924	Stately but restrained example of Colonial Revival architecture on a school building.
Hawthorne Avenue School 	428 Hawthorne Avenue	1895	Interesting Dutch-influenced eclectic school building with stepped parapets.
Bragaw Avenue School 	103 Bragaw Avenue	1928	Colonial Revival-influenced school with Art Deco-influenced colossal entry in terra cotta. Good example of eclectic architecture on a school building.




Resource Name	Location	Date or Period of Significance	Significance
<p>Peshine Avenue School</p> 	433 Peshine Avenue	1911	Good example of Classical Revival architecture – restrained but elegant with overhanging entablature at the roofline.
<p>Madison School</p> 	823 South 16th Street	1890	Classicizing school utilizing three-part division of spaces into base, body, and attic; also with projecting end bays. Contrast created with brick and terra cotta.
<p>Avon Avenue</p> 	219 Avon Avenue	1905	Handsome Georgian Revival school utilizing contrasting building materials, such as terra cotta and brick. Decorative elements include major entrance, quoins, and Gibbs surrounds.
<p>West Alpine Street Row Houses</p> 	90-96 West Alpine Street	c. 1900	Streetscape of early 20th century classicizing row houses.
<p>Engine Co. 17</p> 	84 Clinton Place	1901	Excellent Flemish-influenced firehouse with stepped parapet, contrasting trim, Gibbs surrounds, and rusticated brickwork. DOE: 1976.

Resource Name	Location	Date or Period of Significance	Significance
First Congregational Church (Jube Memorial) 	210 Clinton Avenue	1891	Excellent example of Gothic Revival architecture designed by William Halsey Wood. Pulpit of minister Charles Beecher, an abolitionist (brother of Harriet Beecher Stowe); known as the abolitionist church.
Calvary Presbyterian Church and Chapel 	86 Pennsylvania Avenue	Chapel: 1867; Church: 1884	Gray stone asymmetrical Gothic Revival church with attached earlier brick Gothic chapel
Engine Co. 19 	526 Frelinghuysen Avenue	1906	Classical Revival fire station with distinctive hose tower and some alterations. DOE: 1976.
<b>North Ward</b>			
Districts			
Broadway Historic District 	Area approximately bounded by Nursery Street, Broadway, Oriental Street, Mount Pleasant Avenue, Gouverneur Street, Broadway, East 4th Avenue, and Summer Avenue		Linear historic district encompassing all institutional buildings along Broadway, as well as row house streetscapes along Broadway and Summer, Wakeman, and 2nd Avenues.

Resource Name	Location	Date or Period of Significance	Significance
Buildings			
Newark Police Department 	1 Lincoln Avenue	1927	Gothic Revival corner building with prominent entrance. Built for NJ College of Pharmacy the same year the school was incorporated into Rutgers University.
North End Public Library 	722 Summer Avenue	1930	Excellent example of Georgian Revival architecture on an institutional building. Reflective of residential architecture built in the Forest Hill Historic District.
Branch Brook School 	228 Ridge Street	1925	School built for handicapped children. Contains significant art on interior, including: WPA-era statues in the façade, N.C. Wyeth-style mural, mosaics, and ceramic plaques.
Pequannock Gate (Water Tower ) 	1st Avenue and Bloomfield Avenue	1917	A circular crenellated medieval stone tower memorial to Mayor Joseph E. Haynes; originally housed the meter house for the Newark Water Supply. Designed by engineer George Sanzenbacher.
Engine Co. 23 	44 Mount Prospect Avenue	1913	Excellent example of Classical Revival influence on a brick firehouse. Handsome limestone detailing; colossal order pilasters in contrasting brick.





Resource Name	Location	Date or Period of Significance	Significance
<b>West Ward</b>			
Districts			
Vailsburg Historic District 	Area approximately bounded by Marion Avenue, Sandford Avenue, Mount Vernon Place, and the municipal boundary with South Orange	c. 1900-1940	With the appearance of a planned community, this early 20th century residential area is characterized by uniform set backs, large house sizes, mature trees, and historical revival architecture. Includes Sacred Heart and St. John the Baptist.
St. Barnabas Historic District 	Area approximately bounded by West Market Street, Myrtle Avenue, Gould Place, and North 6th Street	c. 1880	Late 19th century row house neighborhood around St. Barnabas and Roseville Presbyterian Church.
Buildings			
Engine Co. 15 	269 Park Avenue at 6th Street	1906	Brick and brownstone Italianate fire station with grouped round-arched windows and arched entry. DOE: 1976.
Fairmount Cemetery 	Central Avenue, South 12th Street, South Orange Avenue, and South 18th Street	1854	Designed as a Victorian rural cemetery, the cemetery contains monuments of some of the most prominent Newark families, including the Kruegers, Feigenspanns, Clarks, Dixons, Hoffmans and Mennens. It maintains its wooded and pastoral setting. Home of the Settlers' Monument.
Ivy Hill Park 	Mount Vernon Place and boundary with South Orange	1927-1938	Olmsted-designed park owned by Essex County. Good example of "neighborhood park" as classified by Olmsteds.



Resource Name	Location	Date or Period of Significance	Significance
Boylan Street School 	33-53 Boylan Street	1927	Built as an Open Air School for children compromised by exposure to tuberculosis, the building still has its retracting roof and garden.
Newark Public Library, Vailsburg Branch 	75 Alexander Street	1927	Very good example of Georgian (Colonial) Revival brick institutional building.
Vailsburg Park 	South Orange Avenue, Oraton Parkway, Vailsburg Terrace, South Munn Avenue	1917-mid 1920s	Olmsted-designed park owned by Essex County. Good example of a “neighborhood park” as classified by Olmsteds.
Little Sisters of the Poor Home for the Aged (New Community) 	1 South 8th Street	c. 1865	Massive brick French Second Empire institutional building.
Roseville Presbyterian Church 	36 Roseville Avenue	1867; enlarged 1875	Excellent example of Gothic Revival architecture.

Resource Name	Location	Date or Period of Significance	Significance
<p>Fifth Avenue Presbyterian Church</p> 	263 Roseville Avenue	1899	Very large, impressive Romanesque Revival church with elaborate bell tower.
<p>Roseville Avenue School</p> 	70 Roseville Avenue	1883	Small Italianate brick school with projecting entrance bay with gabled roof, round-arched windows on ground floor, and deep overhanging eaves.
<p>Roseville Methodist Episcopal Church (now First Hopewell Baptist Church)</p> 	525 Orange Street	1889	Massive stone Romanesque Revival church with stepped wall gables, tower, and round-arched openings.
<p>Monastery of St. Dominic</p> 	13th Avenue between 9th and 10th Streets	c. 1882	Cloistered Gothic Revival monastery for the Sisters of St. Dominic. Since 2004, occupied by the Franciscan Friars of the Renewal.
<p>St. Antoninus Church and rectory</p> 	333-347 South Orange Ave.	1882, expanded 1912	Gothic inspired church and rectory.

Resource Name	Location	Date or Period of Significance	Significance
DeGroot Memorial Methodist Episcopal Church 	281 South Orange Avenue (at Littleton Street)	1879	Excellent Gothic Revival wood-frame church. Started as a mission on Littleton Street with a more formal brick church on South Orange Avenue.
West Side High School 	403 South Orange Avenue	1926	Exceptional Colonial Revival high school in a setback landscaped setting. Architect: Guilbert and Betelle.
St. Rose of Lima Church complex 	540 Orange Street	1888	Gothic Revival stone church with tower, rose window, and lancet arches. Considered main Roman Catholic church for Roseville.
Baptist Home for the Aged 	285 Roseville Avenue	c. 1890	Unusual eclectic granite building with stepped parapet.
Engine Co. 21-26 	420-436 Sanford Avenue	1918	Rusticated stone and brick classicizing firehouse with hose tower at prominent intersection.

Resource Name	Location	Date or Period of Significance	Significance
Sussex Avenue Streetscape 	336-350 Sussex Avenue and 55-65 North 6th Street	c. 1890	Interesting streetscapes of late 19th century Italianate and Queen Anne masonry row houses.
North 6th Street Streetscape 	25-33 North 6th Street	c. 1890	Queen Anne brick row houses; corner unit features engaged tower.
Newark Fire Department Headquarters Business Office 	1010 18th Avenue	1932	The only Art Deco firehouse in Newark. Uses rusticated stone walls with a set-back second and third floor; carved stone panels at pilaster caps segmentally arched truck bays.
West Side Park 	16th Avenue, South 13th Street, 18th Avenue, and South 17th Street	1895	One of the original five parks chosen by the Olmsted firm as part of Essex County's park system, the first countywide park system in the nation. Although altered, the park is a good example of a "neighborhood park" as classified by the Olmsteds.






Resource Name	Location	Date or Period of Significance	Significance
<b>Central Ward</b>			
Districts			
Grant Street / 8th Avenue Historic District 	Includes properties facing 8th Avenue, Spring Street, Grant Street, and Broad Street	c. 1880	The last remaining late 19th century residential neighborhood at north end of Newark's downtown; features Italianate row houses. COE: 9/25/09.
Watts Campbell Historic District 	Area approximately bounded by Clark Street, Passaic Street, East Mill Street, and McCarter Highway; includes Block 436 containing Watts Campbell and US Box (formerly Clark Thread)		Watts Campbell building listed on National Register on 8/13/86; remnants of late 19th century Clark Thread works on remainder of block.
New Jersey Bell Telephone (Verizon Building) 	540 Broad Street	1929	Exceptional example of an Art Deco corporate tower with a decorated lobby worthy of Rockefeller Center. Designed by Vorhees, Gmelin, and Walker.
Divine Riviera Hotel 	169 Clinton Avenue	1922	A Classical Revival-influenced luxury hotel for businessmen when first built; purchased by Father Divine of the Peace Mission Movement in 1950. It became the first desegregated hotel in Newark.
Engine Co. 6 	344 Springfield Avenue	1889	Victorian brick firehouse with segmentally arched fenestration, pedimented roofline, and corner quoins.

Resource Name	Location	Date or Period of Significance	Significance
358 Springfield Avenue 	358 Springfield Avenue	c. 1920	Excellent example of a Neo-Classical limestone bank with colossal order portico.
Sussex Avenue School 	307 Sussex Avenue	1892	Smaller eclectic neighborhood brick school with segmentally arched windows, stepped parapet entrance surround, and inset decorative brickwork panel above door and throughout elevations. Interesting “E”-shaped plan.
Edgecombe Octagon House 	420 South 10th Street	c. 1860	The only known remaining Octagon house in Newark, a style promoted by Orson Fowler, who published The Octagon House: A Home for All in 1849.
Roseville German Evangelical Church 	87 5th Street	c. 1920	Gothic Revival-inspired building set back from the street with mature lawn and plantings.
Newark Public Library, Roseville Branch 	99 5th Street	1924	Classical Revival-influenced neighborhood library with round-arched entrances and decorative brickwork.






Resource Name	Location	Date or Period of Significance	Significance
Fifteenth Avenue School 	557 Fifteenth Avenue	1891	Good example of eclectic school, similar to Franklin Street school. Contrasting building materials, arched windows, and Flemish parapet.
Roseville Athletic Association 	384 Seventh Avenue	1896	Late 19th century Queen Anne-style club building, which once housed meeting rooms, a gymnasium, and a bowling alley.
Franklin School 	42 Park Avenue	1889	Excellent example of Queen Anne style on an educational building; featuring a circular tower entrance and contrasting building materials.
Gladys Hillman-Jones School 	24 Crane Street	1911	Restrained Classical Revival influence on brick school where pilasters, belt courses, and insets are all brick. Beautiful classicizing columned entrance.
McKinley School 	198 Colonnade Place	1915	Italianate Revival school featuring stucco walls with large arched windows and campanile-like tower over stone arched-entry. Inset with colorful terra cotta plaques and ornament.

Resource Name	Location	Date or Period of Significance	Significance
Roberto Clemente School 	257 Summer Avenue	1883	Fine example of restrained Collegiate Gothic Revival on an elementary school.
Colonnade (a.k.a. Pavilion West) 	25-51 Clifton Avenue (Block 456, Lot 1)	1959-1960	In addition to the Seagram Building in New York City, the Colonnade and Pavilion buildings in Newark are the only other buildings on the East Coast designed by Ludwig Mies van der Rohe.
Pavilions I and II 		1959-1960	Two of three buildings forming the original Colonnade Park; the third is the Colonnade. Architect: Ludwig Mies van der Rohe.
Arts High (Newark Public School of Fine and Industrial Arts) 	536-554 Dr. Martin Luther King Jr. Boulevard	1931	Eclectic institutional building featuring both Art Deco and Gothicizing design influences. One of the most important art education schools in New Jersey. Architect: Guilbert and Betelle.
St. Nicholas Greek Orthodox Church 	553-559 Dr. Martin Luther King Jr. Boulevard	1924	Neo-classical church with Byzantine influences. Designed by Charles Ackerman.



Resource Name	Location	Date or Period of Significance	Significance
YM-YWHA 	652 Dr. Martin Luther King Jr. Boulevard	1923	Extremely large Georgian and Greek Revival-influenced institutional structure built for the YM-YWHA. Designed by Frank Grad.
Wells Cathedral (Oheb Shalom) 	672 Dr. Martin Luther King Jr. Boulevard	1910	Built as the Oheb Shalom Synagogue. A very good example of Neo-Classical Revival architecture.
Hopewell Baptist Church (B'Nai Jeshurun Synagogue) 	17 Muhammad Ali Boulevard	1914	Formerly B'Nai Jeshurun Synagogue, this building design is an amalgam of Islamic ornamentation and Byzantine form. Stained glass by Montague-Castle, London. Designed by Albert Gottlieb.
Newark City Dispensary 	94 William Street (Department of Health)	1912	One of the first public buildings designed for health care. Built by the Newark Public Buildings Committee under Mayor Jacob Haussling, it is representative of the transfer of social services from the private sector to the public. Gothic-inspired design by Frederick Bigelow.
Cleveland School 	388 Bergen Street	1932	Excellent example of a classicizing influence on a grammar school. Impressive use of contrasting trim. Prominent centered entrance set back from flanking wings. Architect: Guilbert and Betelle.

Resource Name	Location	Date or Period of Significance	Significance
Engine Co. 10 	33 Astor Street	1874	Oldest former firehouse in Newark. Small two-story Italianate building with stone trim and pedimented roofline. DOE: 1996.
Warren Street School 	200 Warren Street	1891	Excellent example of a brick Queen Anne school utilizing circular towers, round and segmentally arched windows and entries, dormers, and chimney pots.
Eighteenth Avenue School 	229 Eighteenth Avenue	1871	Handsome classicizing brick building with round-arched multi-pane windows and attached campanile-like entry bays.
Fourteenth Avenue School 	186 Fourteenth Avenue	1906	Nice example of Classical Revival architecture with significant segmentally arched entry surround and contrasting trim.
Harriet Tubman School 	504 South 10th Street	1876	Interesting early brick school with pedimented rooflines and projecting entry bay.

Resource Name	Location	Date or Period of Significance	Significance
<p>Former synagogue</p> 	Holland Street at 16th Avenue	c. 1900	Neo-Classical synagogue with colossal order portico
<p>West District Police Precinct</p> 	10 17th Avenue	c. 1910	Classical Revival police station. This is the station where the 1967 civil disturbances began.
<p>Borden's Farm Products Co. Pasteurizing and Distributing Plant</p> 	Orange and Nesbitt Streets	1927	Eclectic milk distribution plant with Art Deco ornamentation. DOE: 1996.
<p>Engine Co. 12 / Truck 5</p> 	213 Irvine Turner Boulevard	1894-1898	Two brick and stone attached Romanesque Revival firehouses featured in early Thomas Edison film. Closed in 2003. DOE: 1976.
<p>South 17th Street School</p> 	619 South 17th Street	1911	Excellent example of Collegiate Gothic Revival on an elementary school building. Beautiful oriel entrance bay with Gothic-arched entry and Flemish parapet.



# 10 IMPLEMENTATION



This chapter is at once a tool to help keep government agencies on track and for Newarkers to hold public officials accountable to a specific plan of action. It also provides the reader with a summary of every objective, strategy, and action contained in the Physical Elements of the Master Plan.

Implementing Newark's Master Plan will require ongoing collaborations and partnerships between City, County, State, and Federal agencies and authorities, private and non-profit stakeholders, and Newark residents. The matrix contained in this chapter therefore assigns the responsibility for implementing each strategy or action to a branch or department of the municipal government, and potential project partners (i.e., non-Newark public agencies or non-governmental organizations) are also listed.

Recognizing that the implementation of the Master Plan will be phased, actions are assigned an implementation year.

Determinations are based on priority, feasibility, and the availability of resources, as follows:

#### **Building Blocks: 1 - 5 years**

These actions are important to implement in the near term, such as policy or zoning code amendments, projects that drive new markets or are first movers, or development planning that lays the foundation to achieve longer term goals.

#### **Priority Planning: 5 - 10 years**

Projects that require continued planning and analysis, will take longer to achieve, or will need significant capital investment are listed under this category.

#### **Vision Planning: 10 - 15 years**

These projects and initiatives require sustained municipal commitment, state and regional planning, and long-term capital planning.

## Acronyms and Abbreviations

<b>BCDC</b>	Brick City Development Corporation
<b>City Planning</b>	Newark Division of City Planning and Community Development
<b>Code Enforcement</b>	Newark Division of Inspections and Enforcement
<b>DHR</b>	Newark Division of Housing and Real Estate
<b>EHD</b>	Newark Department of Economic and Housing Development
<b>ENG</b>	Newark Department of Engineering
<b>FAA</b>	Federal Aviation Administration
<b>HMFA</b>	New Jersey Housing and Mortgage Finance Agency
<b>HPC</b>	Newark Historic Preservation Commission
<b>HUD</b>	U.S. Department of Housing and Urban Development
<b>NJDEP</b>	New Jersey Department of Environmental Protection
<b>NJEDA</b>	New Jersey Economic Development Authority
<b>NLPC</b>	Newark Landmarks and Preservation Committee
<b>NPD</b>	Newark Police Department
<b>NRS</b>	Newark Department of Neighborhood and Recreation Services
<b>NSO</b>	Newark Sustainability Office
<b>NWCDC</b>	Newark Watershed Conservation and Development Corporation
<b>NWIB</b>	Newark Workforce Investment Board
<b>PVSC</b>	Passaic Valley Sewerage Commission
<b>Sanitation</b>	Newark Division of Sanitation
<b>UEZ</b>	Urban Enterprise Zone
<b>Water &amp; Sewer</b>	Newark Department of Water and Sewer Utilities

## 03 BUSINESS &amp; INDUSTRY

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1. Industrial Areas</b> Strengthen Newark's position in industry					
<b>Air and Sea Ports</b> Maximize the economic potential of the port area, while reducing environmental impacts					
<b>1.1</b> Create and implement a strategy to ready industrial sites for development					
<b>1.1.1</b> Utilize regulatory policies to incentivize the development of unimproved or underutilized land				City Planning	
<b>1.1.2</b> Prioritize the disposition of City-owned, -controlled, and/or -remediated sites to targeted industries with relatively high job intensities				BCDC / EHD	NWIB
<b>1.1.3</b> Utilize the City's authority and resources to address the market failure of small parcels that, if aggregated, could provide substantially greater economic opportunity				BCDC / EHD	
<b>1.1.4</b> Identify infrastructure and access needs to support the development of key parcels, including road infrastructure to hard-to-access parcels and freight rail infrastructure				BCDC / EHD / ENG	NJDOT / NJTPA / Port Authority
<b>1.1.5</b> Reduce future environmental risk for redevelopment entities and end users by advocating to the New Jersey Department of Environmental Protection to develop a shovel-ready site certification program that will enhance competitiveness with New York and Pennsylvania				Mayor's Office / EHD / BCDC	NJDEP
<b>1.1.6</b> Work with the New Jersey Economic Development Authority to prioritize incentives to targeted industries with high job intensities				Mayor's Office / EHD / BCDC	NJEDA / NWIB
<b>1.2</b> Create a Port Business Improvement District to support security, maintenance, climate resilience, and other improvements				BCDC / EHD	Port area businesses
<b>1.3</b> Investigate expansion of the Tariff-Free Foreign Trade Zone				BCDC / EHD	Port Authority

## 03 BUSINESS &amp; INDUSTRY

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
1.4 Advance industrial development that complements potential future Port Inland Distribution Network (PIDN) connections to the north and west				BCDC / EHD / ENG	Port Authority
1.5 Emphasize mixed-use, airport-related opportunities on the periphery of the Airport Support Zone, especially along and adjacent to Frelinghuysen Avenue				City Planning / EHD	
1.6 Explore strategies to expand utilization and ridership at the Newark Liberty International Airport train station				Mayor's Office / EHD	PANYNJ / FAA
1.7 Where on-site parking is required, discourage surface parking and encourage structured parking in favor of other port-support operations				City Planning	
1.8 Work with education and workforce training organizations, as well as employers, to develop and refine training curricula to meet port industry needs; provide industry-specific training to assist existing and new employees in learning relevant skills				EHD	NWIB
<b>Manufacturing and Industrial Districts</b> <b>Outside of the port area, preserve and support opportunities for Newark-based manufacturing and industrial development in appropriate locations</b>					
1.9 Preserve medium industrial, light industrial, and commercial uses in specific areas, such as portions of the riverfront and around the Newark Industrial District				City Planning	
1.10 Create mixed-use zones in transitional areas where residential, commercial, and industrial uses could co-exist in both specific projects and areas				City Planning	
1.11 Create "areas of innovation" in industrial lands for job growth and expansion of Newark businesses				City Planning / BCDC	
<b>Citywide</b> <b>Support existing industries and develop capacity and responsibility for industrial business attraction and services</b>					
1.12 Preserve industrial land uses, particularly in the port area and Newark's industrial districts				City Planning	

## 03 BUSINESS &amp; INDUSTRY

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1.13</b> Allocate City resources to centralize strategic planning, redevelopment, and developer and business attraction initiatives				BCDC / EHD / City Planning	
<b>1.14</b> Pursue targeted industrial business strategies that leverage Newark's diversity of strengths in different districts				BCDC / EHD	
<b>1.15</b> Utilize City policies and resources to support Newark's businesses and its established and growing industries					
<b>1.15.1</b> Create policies that support local purchasing from Newark's production and manufacturing businesses				NSO / BCDC	Made in Newark
<b>1.15.2</b> Create policies that enhance sustainability and support the growth of local green industries				NSO / BCDC	
<b>2. Downtown</b> <b>Transform the downtown into a 24/7 regional destination to live, work, shop, and play for northern New Jersey</b>					
<b>2.1</b> Encourage dense mixed-use development around downtown transit hubs				BCDC / EHD	
<b>2.1.1</b> Leverage state incentives, such as the Urban Transit Hub Tax Credit, and advocate for the continuation of state incentives to support development around urban transit hubs				Mayor's Office / BCDC	
<b>2.2</b> Enhance the quality of the downtown experience to increase residential population, support business attraction, and increase retail spending capture by a range of downtown populations, including residents, workers, students, and visitors					
<b>2.2.1</b> Increase opportunities for active street-level retail and entertainment to connect nodes of activity in the downtown and University Heights neighborhoods				City Planning / BCDC	
<b>2.2.2</b> Support the development of and a high standard of operations, maintenance, and programming for existing and new open spaces, including Triangle Park				City Planning / NRS	



## 03 BUSINESS &amp; INDUSTRY

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>2.2.3</b> Revise parking standards to encourage the redevelopment of surface parking lots, while providing sufficient levels of parking on an ongoing basis to patrons of downtown businesses and residents, in particular				City Planning	
<b>2.3</b> Increase opportunities for visitation downtown				BCDC / EHD	
<b>2.3.1</b> Support the development of hotel keys to support downtown venues				BCDC / EHD	
<b>2.3.2</b> Explore the viability of a downtown visitors conference center or conference hotel				BCDC / EHD / City Planning	
<b>2.4</b> Leverage Newark's educational and medical institutions to support businesses and build the residential population					
<b>2.4.1</b> Increase the residential population by attracting more students, faculty, and staff from Newark's educational and health care institutions to live in the city				BCDC / EHD	Newark's Universities
<b>2.4.2</b> Support the creation and operation of spaces that meet the needs of early stage and growing health sciences, advanced manufacturing, professional services, and technology companies to support small business growth and enhance the city's brand as a location for innovative businesses				BCDC / EHD	
<b>3. Neighborhood Commercial Corridors</b> Enhance existing commercial corridors to support vibrant, active neighborhoods					
<b>3.1</b> Support pedestrian and neighborhood shopping districts that are viable, and rezone marginal retail areas that are no longer competitive to appropriate or predominant land uses				City Planning	
<b>3.2</b> In viable market areas, support active, mixed-use commercial corridors to provide key neighborhood services and support neighborhood revitalization efforts					
<b>3.2.1</b> Create a commercial district plan for each neighborhood corridor				City Planning UEZ / local BIDs	

## 03 BUSINESS &amp; INDUSTRY

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>3.2.2</b> Introduce design guidelines for new development and renovations that are consistent with a vision for the future of each corridor				City Planning	
<b>3.2.3</b> In the highest priority corridors, improve local infrastructure, including streetscapes, facades, and public spaces				City Planning	UEZ / Local BIDs
<b>3.2.4</b> Develop local capacity through merchant organizing, technical assistances, community development corporation support, and BID development, where appropriate				City Planning	
<b>3.2.5</b> Introduce mechanisms to enhance parking availability for retail and residential users				City Planning / ENG	
<b>3.2.6</b> Coordinate commercial corridor investments with other ongoing neighborhood revitalization efforts				City Planning	
<b>3.3</b> Increase density and diversify business types by attracting new retail and mixed-use development in infill areas				BCDC / EHD	
<b>3.4</b> Support the co-location of neighborhood health care facilities and services				BCDC / EHD	Local health care providers
<b>3.5</b> Develop grocery stores, supermarkets, and other food options in connection with Newark's Fresh Foods Program				BCDC / NSO	
<b>3.6</b> Support a limited amount of large-format retail development on land currently zoned for light industrial uses, and which offers excellent highway access, visibility, and opportunity for transit				City Planning	

## 04 HOUSING

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1. New Development</b> Create mixed-income housing through new construction and the redevelopment of vacant and abandoned property that is compactly integrated with a full mix of other uses throughout the city; take advantage of areas near transportation nodes and places with market demand					
1.1 Facilitate the reuse of vacant, abandoned, and foreclosed properties					
1.1.1 Continue to support neighborhood efforts to acquire and rehabilitate vacant and abandoned properties in a strategic and targeted manner				DHR	
1.1.2 Continue to develop new housing on City-owned land, where appropriate				DHR	
1.1.3 Explore the creation of a community land bank to hold and return properties back into productive reuse				DHR	
1.1.4 Promote housing rehabilitation and reuse over demolition where possible				DHR	
1.2 Expand the supply of quality, affordable housing through rezonings					
1.2.1 Zone for appropriate densities related to transit, open space, and institutions				City Planning	
1.2.2 Promote infill housing development that is compatible with the prevailing neighborhood context				City Planning	
1.2.3 Zone for residential uses with ground-floor retail along commercial corridors				City Planning	
1.3 Redevelop properties downtown in support of a residential, mixed-income, mixed-use, regional urban center					

## 04 HOUSING

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1.3.1</b> Attract more students, faculty, and recent graduates from Newark's colleges and universities to live in the downtown				DHR / BCDC	
<b>1.3.2</b> Promote new housing along lands adjacent to McCarter Highway and the Passaic riverfront in the downtown				City Planning / DHR / BCDC	
<b>1.3.3</b> Encourage the conversion of vacant upper floors of downtown buildings into new residential units				City Planning / DHR / BCDC	
<b>1.4</b> Encourage adaptive reuse, where old buildings are retrofitted to accommodate modern needs				City Planning / DHR / BCDC	
<b>2. Preservation</b> <b>Preserve existing affordable rental housing with regulatory agreements and deed restrictions</b>					
<b>2.1</b> Work with property owners to preserve privately-owned affordable rental housing, including HUD-subsidized and other regulated properties				DHR	HUD / HMFA
<b>2.2</b> Collaborate with the Newark Housing Authority to preserve quality low- and mixed-income housing				DHR	NHA
<b>2.3</b> Continue programs and partnerships to forestall home mortgage foreclosures and keep owners and tenants in their homes				DHR	
<b>3. Rehabilitation</b> <b>Rehabilitate existing, occupied substandard housing, especially for low-income families and seniors</b>					
<b>3.1</b> Continue to weatherize homes to improve energy efficiency and reduce utility costs				DHR / NSO	
<b>3.2</b> Continue to rehabilitate substandard public housing				NHA	



## 04 HOUSING

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>4. Special Needs</b> Expand high quality housing options for special needs and at-risk populations				DHR	
<b>5. Code Enforcement</b> Foster improved property conditions in neighborhoods by continuing to enforce and remedy code violations, demolish unsafe buildings, and prevent illegal conversions and uses					
<b>5.1</b> Provide timely delivery of inspections, notifications, and fines to buildings with major code violations				Code Enforcement / DHR	
<b>6. Design Standards &amp; Governmental Approvals/Permits</b> Continue to improve and update the application review, permitting, and inspections process to make it more accessible and responsive					
<b>6.1</b> Create a “One-Stop License and Permitting Center” to co-locate representatives from various departments and offices				EHD / Mayor’s Office	
<b>6.2</b> Utilize portions of the building code that effectively and efficiently facilitate rehabilitation, preservation, and reuse of buildings for residential development				City Planning / Code Enforcement	
<b>6.3</b> Require all new residential developments receiving City subsidy or land to meet Enterprise Green Communities Criteria				DHR / NSO	
<b>6.4</b> Require developers to meet local hiring/contracting and MWBE standards				EHD	

## 05 Mobility

*PLEASE REFER TO THE FULL MOBILITY ELEMENT FOR  
IMPLEMENTATION INFORMATION RELATED TO NEWARK'S  
TRANSPORTATION SYSTEMS*

## 06 PARKS &amp; NATURAL RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1. Neighborhood Parks</b> Improve maintenance and programming at existing neighborhood parks, and strategically expand resident access to quality open space and recreational opportunities in neighborhoods underserved by parks					
<b>1.1</b> Continue to plan for and make high-impact capital investments in existing and new neighborhood parks				City Planning / EHD	
<b>1.2</b> Continue to collaborate on new park and playground development and share existing parks with Newark Public Schools				City Planning / EHD	NPS
<b>1.3</b> Target small, vacant infill sites for community gardens and/or playgrounds				City Planning / EHD	GNC
<b>1.4</b> Provide recreational services that are responsive to the needs of Newark's youth and special needs community				NRS	
<b>1.5</b> Employ incentive zoning in target areas (where greater density is encouraged) to involve the private sector in creating public open space				City Planning	
<b>2. Regional Parks and Greenways</b> Develop a continuous trail along the Passaic River, and promote multi-modal connections and access to the regional open space network					
<b>2.1</b> Continue to extend the continuous riverfront park along the Passaic River				City Planning / EHD	
<b>2.2</b> Create safe, multi-modal connections to parks and recreational facilities					
<b>2.2.1</b> Develop bicycle and pedestrian routes that strengthen connections to the local and regional open space network in correlation with a citywide "Complete Streets" policy				ENG / City Planning	
<b>2.2.2</b> Design greenways to include major green elements and appropriate signage				ENG / City Planning	

## 06 PARKS &amp; NATURAL RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>3. Stewardship</b> <b>Continue to direct investment and create partnerships to make parks secure, attractive, and enjoyable places, and increase support for neighborhood-based parks stewardship groups</b>					
<b>3.1</b> Explore the creation of a single parks department or, at minimum, the appointment of a coordinator to ensure parks are planned for and managed efficiently				Mayor's Office	
<b>3.2</b> Ensure sufficient, dedicated funding and resources to maintain parks and recreational facilities					
<b>3.2.1</b> Partner with non-profit organizations and community groups to provide supplementary services and programs				NRS	
<b>3.2.2</b> Explore the use of real estate value recapture mechanisms to create dedicated revenue streams				EHD / NRS	
<b>3.2.3</b> Create a fee structure for the permitting of special events				NRS	
<b>3.3</b> Design parks to retain and filter stormwater				ENG / EHD	
<b>4. Urban Agriculture</b> <b>Continue to support community gardening and urban farming in connection with a citywide Newark Fresh Foods Program</b>					
<b>4.1</b> Adopt zoning regulations that protect existing and support new urban agriculture sites, including gardens and urban farms				City Planning	
<b>4.2</b> Continue to promote the use of City-owned land for community gardening				DHR / EHD	GNC
<b>4.3</b> Create a land trust to preserve successful community gardens and/or urban farms in perpetuity				EHD	GNC



## 06 PARKS &amp; NATURAL RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>5. Natural Resources</b> <b>Protect and enhance natural resources</b>					
<b>5.1</b> Grow and maintain Newark's tree canopy				NSO / NRS	
<b>5.1.1</b> Launch a "Trees for Newark" fund				NSO	
<b>5.1.2</b> Enhance the City's capacity to manage trees				NSO / NRS	
<b>5.1.3</b> Target tree planting efforts in priority locations				NSO / NRS	
<b>5.2</b> Restore degraded and protect existing natural habitats, including parks, wetlands, and the Passaic River				NSO	
<b>5.3</b> Remediate brownfields to transform inaccessible open spaces into productive and healthy natural environments				NSO	
<b>5.3.1</b> Explore opportunities to remediate brownfields over the long term with clean, cost-effective, and non-environmentally disruptive techniques, such as bioremediation				NSO	

## 07 UTILITIES &amp; INFRASTRUCTURE

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1. Air</b> <b>Prevent additional air pollution, especially in over-burdened neighborhoods, and mitigate existing polluting sources to meet or exceed federal ambient air quality standards</b>					
1.1 Re-engage with the Port Authority on air quality issues				NSO	Port Authority / Covanta
1.2 Reduce vehicle idling and emissions					
1.2.1 Promote improved enforcement and compliance with anti-idling laws and truck route rules				NSO / NPD	
1.2.2 Require facilities infrastructure improvements to avoid truck idling				NSO / City Planning	
1.2.3 Adopt land use and zoning rules that increase the efficiency of truck travel and minimize the impact of diesel emissions on vulnerable populations				NSO / City Planning	
1.2.4 Facilitate upgrades to cleaner trucks for private fleets and support improved working conditions for independently contracted truckers				NSO	Port Authority
1.3 Amend the Zoning Ordinance to screen new projects for cumulative impacts on air quality				NSO / City Planning	
1.4 Implement a system to monitor neighborhood-level ambient air quality				NSO	NJIT / Rutgers
1.5 Improve indoor air quality in homes and other public and private buildings				NSO	
1.6 Phase out boilers and burners that use the dirtiest home heating oils				NSO	

## 07 UTILITIES &amp; INFRASTRUCTURE

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>2. Energy and Energy Distribution</b> Reduce energy costs and improve reliability through conservation, efficiency, and the use of clean, alternative technologies					
<b>2.1</b> Reduce the municipal government's energy consumption					
<b>2.1.1</b> Establish municipal energy task forces				NSO	
<b>2.1.2</b> Perform energy efficiency retrofits for the most energy-intensive municipal buildings				NSO / ENG	
<b>2.1.3</b> Establish energy performance standards for new construction and major renovations				NSO / ENG	
<b>2.1.4</b> Launch an LED street light replacement program				NSO	
<b>2.2</b> Adopt energy performance standards and/or incentives for private sector building and rehabilitation projects				NSO / DHR / EHD	
<b>2.3</b> Facilitate weatherization and energy retrofits for existing residential buildings					
<b>2.3.1</b> Support additional funding for energy audits and upgrades				NSO	
<b>2.3.2</b> Create a single portal that describes all existing incentive and rebate programs, as well as energy saving tips, for residents				NSO	
<b>2.4</b> Complete a local energy assurance plan				NSO	

## 07 UTILITIES &amp; INFRASTRUCTURE

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>2.5</b> Expand the use of distributed resources and generation technologies				EHD / City Planning / NSO	
<b>2.6</b> Establish a Newark Energy Aggregation Program and contract with a qualified third-party supplier to offer participants (including residential, commercial, and public-sector users) with discounted energy prices				NSO	
<b>3. Water Supply</b> Maintain the high quality and reliability of Newark's water service					
<b>3.1</b> Prepare a Watershed Management Plan				Water & Sewer	NWCDC
<b>3.2</b> Complete a range of short- and long-term improvements to water treatment, storage, pumping, and interconnection facilities				Water & Sewer	NWCDC
<b>3.3</b> Undertake regular preventative maintenance on transmission and distribution mains before they result in emergencies or potentially catastrophic failures				Water & Sewer	NWCDC
<b>3.4</b> Explore opportunities for generating renewable energy, including hydropower, solar energy, and wind power, at select facilities				Water & Sewer	NWCDC
<b>3.5</b> Explore additional revenue generating and cost avoidance measures				Water & Sewer	NWCDC
<b>4. Wastewater</b> Maintain sewer infrastructure in an adequate state of repair; reduce the frequency and mitigate the impact of street-level flooding on residents and businesses; and over the long term, improve the health of the Passaic River and Newark Bay					
<b>4.1</b> Maintain and upgrade grey infrastructure to address critical environmental challenges and provide safe and reliable service					
<b>4.1.1</b> Design and construct all outstanding CSO floatable control facilities				Water & Sewer	NJDEP



## 07 UTILITIES &amp; INFRASTRUCTURE

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>4.1.2</b> Continue to evaluate, rehabilitate, and replace all brick and non-brick sewers				Water & Sewer	
<b>4.1.3</b> Implement targeted flood control measures in areas prone to flooding				Water & Sewer	
<b>4.1.4</b> Explore the possibility of increasing wet weather flows from the combined sewer system to the PVSC wastewater treatment plant				Water & Sewer	PVSC / DJEP
<b>4.1.5</b> Ensure compliance with pending state and federal regulatory requirements				Water & Sewer	
<b>4.1.6</b> Ensure water rates are sufficient to fund not only operational needs but also planned capital improvements				Water & Sewer / Mayor's Office / Municipal Council	
<b>4.2</b> Implement green infrastructure improvements					
<b>4.2.1</b> Integrate green infrastructure requirements and best practices into the municipal Stormwater Ordinance				NSO / City Planning	
<b>4.2.2</b> Develop a standard manual of green infrastructure best practices for use by municipal agencies and the private sector				NSO / City Planning / ENG	
<b>4.2.3</b> Require developers unable to meet on-site stormwater capture requirements to fund off-site mitigation activities				City Planning / EHD	
<b>4.2.4</b> Advocate for and explore the possibility of adjusting sewer billing to be based on stormwater load contribution rather than water use				NSO	State Legislature
<b>5. Waste</b> <b>Move toward becoming a "zero waste" city – a place that burns and buries as close to nothing as possible</b>					

## 07 UTILITIES &amp; INFRASTRUCTURE

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>5.1</b> Initiate a public waste management campaign					
<b>5.1.1</b> Simplify collections for residents				NSO / Sanitation	
<b>5.1.2</b> Launch a high-visibility public awareness campaign about the City's recycling goals, including information on pick-up schedules, permissible materials, what to do with household hazardous waste and electronics, and the value of recycling				NSO / Sanitation	
<b>5.1.3</b> Engage an incentive program, such as RecycleBank				NSO / Sanitation	
<b>5.1.4</b> Optimize pick-up routes and staffing, with a focus on high-value commodities				NSO / Sanitation	
<b>5.1.5</b> Institute public space recycling and collection of salable portions of the municipal waste stream through the development of RFPs and facilitate delivery of a waste reduction package to the Municipal Council				NSO / Sanitation	
<b>5.1.6</b> Continue the current roll-out of enhanced education and enforcement for recycling compliance in large buildings, including municipal facilities, multifamily residences, and Newark Housing Authority and Newark Public Schools facilities				NSO / Sanitation	
<b>5.1.7</b> Enhance education and enforcement for commercial recycling, including clear guidelines on the City website, with opportunities for smaller businesses to buy recycling and waste hauling services collectively				NSO / Sanitation	
<b>5.1.8</b> Develop and launch a program based on the New Jersey producer take-back law to boost the diversion of electronics from regular household trash and ensure that it is refurbished or sent to a qualified e-waste recycling facility				NSO / Sanitation	
<b>5.2</b> Initiate a food and organic waste program					
<b>5.2.1</b> Explore and, where feasible, promote cooperative food waste recycling collection				NSO / Sanitation	

## 07 UTILITIES &amp; INFRASTRUCTURE

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>5.2.2</b> Promote business and industry development in food and organic waste reuse, including existing recyclers of used cooking oil and the use of anaerobic digesters to produce biofuel or commercial soil supplements				NSO / BCDC	
<b>5.2.3</b> Solicit proposals from qualified companies to accept and process Newark organics, including waste from trees, grass, and shrubs on municipal property				NSO / NRS	
<b>5.3</b> Recycle and reuse construction and demolition waste				NSO / EHD	
<b>6. Climate Change</b> <b>Meet or exceed Newark's obligations to reduce greenhouse gas emissions in accordance with the targets established by the New Jersey Global Warming Response Act</b>  <b>Increase the resilience of Newark's built environment and protect public health from the impacts of extreme weather conditions</b>					
<b>6.1</b> Establish a baseline in 2012 and achieve a reduction of greenhouse gas emissions by 2017 that puts Newark on track to meet its obligations				NSO	
<b>6.2</b> Improve Newark's resilience to the impacts of climate change and extreme weather events				NSO	
<b>7. Broadband and Technology</b> <b>Utilize and improve existing citywide broadband infrastructure to support business and institutional growth, and expand broadband access for all residents</b>					
<b>7.1</b> Expand the reach and capacity of next-generation broadband connectivity to support economic and community development				BCDC / EHD	
<b>7.2</b> Create wireless hotspots in key business centers, such as the downtown and University Heights Science Park, and public spaces in Newark neighborhoods				BCDC / EHD	
<b>7.3</b> Expand access to modern computer centers with broadband in neighborhood facilities, such as schools, libraries, and community centers				EHD	NPS
<b>7.4</b> Integrate plans for fiber and wireless assets to reduce the cost of the City's current data and voice communications and to catalog, track, and inform city services				EHD	

## 08 COMMUNITY, CULTURAL &amp; EDUCATIONAL RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1. Educational Facilities</b>					
<b>Preschools</b> Ensure the continued provision of quality preschool programs to provide for early childhood development and family support for parents					
1.1 Prepare a coordinated long range plan for preschool facilities				City Planning	Newark Preschool Council
<b>K-12</b> Improve the learning environment for Newark's children to ensure they have the skills to continue on to college or begin career training at Newark's universities					
1.2 Position new and modernized schools as community learning centers and recognize them as integral parts of neighborhoods					
1.2.1 Identify targeted opportunities for the City and Newark Public Schools to align capital investments				Mayor's Office / EHD	NPS
1.3 Support the renovation and/or construction of new public schools that offer modern learning environments				Mayor's Office	NPS
<b>Higher Education</b> Encourage university-related development that complements neighborhood revitalization efforts, provides services to local residents and businesses, and supports a "college town" experience					
1.4 Encourage campus-related development that is integrated with the surrounding neighborhood fabric, promotes walkability, and offers a mix of uses				EHD	Newark's universities
1.5 Support the development of housing that is attractive to students, faculty, and recent graduates in the downtown and University Heights				EHD	Newark's universities
1.6 Increase opportunities for active street-level retail and entertainment to connect nodes of activity in the downtown and University Heights				BCDC / EHD	Newark's universities
1.6.1 Facilitate the development of Halsey Street as a link between the university and downtown communities				BCDC / EHD	



Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1.6.2</b> Facilitate the development of Central Avenue to provide services to university students and faculty				BCDC / EHD	NJIT / Rutgers
<b>1.7</b> Link the transit-oriented development of Broad Street Station and Newark Light Rail stations, including at Norfolk and Orange Streets, to university-related neighborhood development				BCDC / EHD	NJIT / Rutgers
<b>1.8</b> Seek opportunities to create shared and alternative parking options around the universities				City Planning	Newark's universities
<b>1.9</b> Increase the number of Newark residents attending and being trained by Newark universities					
<b>1.9.1</b> Collaborate with Newark's universities to develop and refine curricula to meet Newark's industry-specific needs and provide career ladder jobs to Newark residents				EHD	NWIB / Newark's universities
<b>1.9.2</b> Expand resident access to the universities' educational, recreational, and cultural benefits					Newark's universities
<b>1.9.3</b> Build partnerships between public schools, local universities, and other institutions to improve the learning environment for Newark's children				Mayor's Office	Newark's universities
<b>2. Health Care</b> Expand resident access to quality medical care facilities and services					
<b>2.1</b> Develop a comprehensive health system strategy for Newark					
<b>2.1.1</b> Create a health care council to monitor access to health care facilities				EHD	Local health care providers
<b>2.2</b> Develop a network of community medical service providers in neighborhoods					

## 08 COMMUNITY, CULTURAL &amp; EDUCATIONAL RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>2.2.1</b> Co-locate neighborhood medical services in public buildings and schools				City Planning	Local health care providers / NPS
<b>3. Culture and Entertainment</b> Capitalize on existing historic and cultural assets in neighborhoods to create new and improve existing public spaces, facilities, and districts					
<b>3.1</b> Expand the use of art in public spaces to enrich neighborhoods and foster a sense of civic pride and identity					
<b>3.1.1</b> Re-establish a citywide Percent for Art Program and a Public Art Commission				EHD	
<b>3.2</b> Make downtown a cultural and arts destination through branding, marketing, and cross-promotional events				BCDC	
<b>4. Municipal Services Facilities</b> Develop high quality, consolidated, and efficient public services facilities in appropriate locations throughout the city					
<b>4.1</b> Promote the co-location/consolidation of public services in the same facility				ENG / Mayor's Office	
<b>4.2</b> Develop a policy to dispose of or reuse public facilities that are no longer in use or located in inappropriate locations				EHD / ENG	
<b>4.3</b> Rehabilitate and/or redevelop municipal facilities to make them more energy efficient, healthy, and proud places				ENG	
<b>4.4</b> Require future development by government entities to provide active, pedestrian-friendly ground-floor space				City Planning / ENG	

## 09 HISTORIC RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>1. Regulatory Framework</b> Ensure appropriate regulations and resources are in place to adequately protect Newark's historic assets					
1.1 Prioritize the resources in Appendix A for protection under the local Preservation Ordinance and listing on the National and State Registers				City Planning / EHD / Municipal Council	HPC / NLPC
1.2 Automatically designate local properties that are listed on the State or National Registers				City Planning / EHD/ Municipal Council	HPC
1.3 Revise the Historic Preservation Ordinance to achieve New Jersey Certified Local Government status and unlock key funding sources				City Planning / EHD / Municipal Council	HPC
1.4 Provide the Historic Preservation Commission with a budget and dedicated staff				EHD	
<b>2. Preservation and Reuse</b> Advance policies, programs, and investments that facilitate the preservation and adaptive reuse of historic sites, buildings, and districts					
2.1 Encourage adaptive reuse, where old buildings are retrofitted to accommodate modern needs				EHD	HPC
2.1.1 Encourage the conversion of vacant upper floors of downtown buildings into new residential units				EHD	HPC
2.2 Continue and expand the façade revitalization program along historic retail corridors				City Planning / EHD	UEZ
2.3 Prioritize preservation in the redevelopment of historic City-owned sites				DHR / EHD	
2.4 Charge adequate mitigation fees for off-site preservation				City Planning / EHD	

## 09 HISTORIC RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
<b>2.5</b> Create a revolving fund to support preservation and rehabilitation activities throughout the city				EHD	
<b>2.6</b> Educate developers and property owners about the availability of Federal Historic Preservation Tax Credits				BCDC / EHD	
<b>2.7</b> Advocate for the development of new state-level incentives				Mayor's Office	State Legislature
<b>3. Commemorative Place-Making and Tourism</b> Create a place-making and tourism program that links historic assets with community, cultural, and educational resources					
<b>3.1</b> Identify places of commemoration that acknowledge the city's rich cultural, natural, and social heritage				City Planning / EHD	HPC / NLPC
<b>3.2</b> Promote heritage tourism				City Planning / EHD	HPC / NLPC
<b>4. Standards and Enforcement</b> Create and enforce appropriate standards and practices to ensure the protection and ongoing maintenance of new and existing historic sites, buildings, and districts					
<b>4.1</b> Develop design guidelines for infill housing in historic neighborhoods				City Planning	
<b>4.2</b> Develop green construction, rehabilitation, and retrofit standards for historic buildings				EHD	
<b>4.3</b> Utilize portions of the building code that effectively and efficiently facilitate rehabilitation, preservation, and reuse of buildings for residential or commercial development				Code Enforcement	
<b>4.4</b> Prevent illegal conversions and alterations by providing timely delivery of inspections, notifications, and fines to buildings with major code violations				Code Enforcement	



## 09 HISTORIC RESOURCES

Strategy	1-5 Years	5-10 Years	10-15 Years	Lead	Partners
4.5 Increase community outreach to educate property owners in historic districts about preservation standards and resources available for preservation activities				BCDC / City Planning	HPC / NLPC
4.6 For new historic districts, encourage the formation of community groups				EHD	HPC / NLPC
4.7 Institute a tree preservation ordinance				City Planning	
4.8 Prioritize the removal and below-grade placement of overhead utility services in historic districts				ENG	